



ZetTrans Regional Transport Strategy

Case for Change

SEA Environmental Report

On behalf of **ZetTrans**



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Registered Office: Buckingham Court Kingsmead Business Park, London Road, High Wycombe, Buckinghamshire, HP11 1JU
Office Address: 5th Floor, Lomond House, 9 George Square, Glasgow G2 1DY G
T: +44 (0)141 352 2360 E: info.Glasgow@stantec.com

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	Name	Position	Signature	Date
Prepared by:	Adam Thompson	Environmental Advisor	AT	03.02.22
	Cathy O'Connor	Principal Environmental Advisor	CO	
Reviewed by:	Henry Collin	Associate	HC	03.02.22
	Rachel Thomas	Principal Transport Planner	RT	17.02.22
Approved by:	Scott Leitham	Director - Transport Planning	SL	17.02.22
For and on behalf of Stantec UK Limited				

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1 Introduction

1.1 Background

- 1.1.1 This Environmental Report (ER) has been prepared to accompany a Case for Change Report which will underpin the development of a new Regional Transport Strategy (RTS) for the ZetTrans' Regional Transport Partnership (RTP) which covers the Shetland Islands area.
- 1.1.2 Stantec UK Ltd (Stantec) has been commissioned by ZetTrans RTP to support the preparation of the new RTS. The RTS will set out a new long-term vision for transport across the region for the period up to 2042. It is intended the new RTS will set out a clear framework for how transport and mobility will be provided, developed and improved in the region to meet the aspirations for a sustainable and economically active growth area over the next 20 years.
- 1.1.3 Working collaboratively with Stantec, ZetTrans has produced a Case for Change Report (the 'Case for Change') which seeks input and views from stakeholders on the type and level of change needed to the transport system in the Shetland Islands to inform the development of the Strategy. This builds upon and takes account of comments and information received from an extensive stakeholder and public consultation exercise held in 2021 which is reported in the Case for Change document.

1.2 Overview of RTS Case for Change and ER

RTS Case for Change

- 1.2.1 The Case for Change provides a consolidated evidence base to identify the main transport problems experienced within the ZetTrans area and sets out a series of Transport Planning Objectives (TPOs) and RTS Objectives to underpin the development of the new RTS. In doing so, the Case for Change seeks to ensure the RTS is founded on an evidence base which reflects the latest understanding of problems and issues in the region and reflects travel behaviour changes arising from the COVID-19 pandemic.
- 1.2.2 As detailed further in **Section 3**, the Case for Change includes the identification of relevant Transport Planning Objectives (TPOs) and associated proposed RTS Objectives. This ER provides a proportionate assessment of the likely environmental effects associated with these proposed substantive components of the Case for Change which are intended to underpin the development of the RTS. This forms part of a multi-stage appraisal and strategy development process which will include a future consultation on the full Draft RTS and an accompanying ER.
- 1.2.3 In developing the Draft RTS, options will be identified and developed, sifted and appraised through Stage 2 – Preliminary Options Appraisal of the STAG process. Details of options development, appraisal and how the SEA has informed the selection of options (including consideration of reasonable alternatives) will then be set out in the full Draft RTS and accompanying ER in due course.

Strategic Environmental Assessment (SEA)

- 1.2.4 The Environmental Assessment (Scotland) Act 2005 ('the 2005 Act') requires Responsible Authorities, including RTPs such as ZetTrans, to assess the likely significant effects on the environment of implementing relevant and qualifying plans and programmes, as defined within the Act. This assessment must also examine the likely significant effects of implementing reasonable alternatives to the plan or programme under consideration. The assessment is carried out by following a staged process of reporting known as Strategic Environmental Assessment (SEA).



- 1.2.5 The SEA process is being undertaken from the outset in tandem with the development of the emerging RTS to allow key environmental issues to inform the content of the RTS. This SEA Commentary accompanies the RTS Case for Change Report and builds upon an earlier RTS SEA Scoping Report (Stantec, July 2021) ('the SEA Scoping Report'), which was consulted on with SEA Consultation Authorities¹ from 3rd September 2021 for a 35 day period. The SEA Scoping Report set out a proposed SEA Framework (final version included in **Appendix A**) and methodology to underpin all stages of the SEA.

1.3 Purpose and Objectives

- 1.3.1 This report has been prepared by Stantec to assess the extent to which the Case for Change addresses relevant environmental issues. In doing so, this report responds to relevant statutory requirements², considers the development of the emerging RTS to date and presents an initial assessment of likely significant effects from the proposed RTS Objectives. This forms the second stage of a multi-stage SEA that will be carried out to assess the likely significant environmental effects from the emerging RTS throughout its development.

- 1.3.2 The objectives of this report are to:

- **Assess the compatibility of the proposed Transport Planning Objectives with the SEA Objectives**, including their coverage of key environmental issues, as previously identified through SEA Scoping.
- **Assess the extent to which the proposed RTS Objectives address identified key environmental issues** with reference to the 2005 Act. Whilst the high level nature of the Case for Change precludes the identification of likely significant effects at this stage, the assessment includes testing the compatibility of the proposed RTS Objectives with the suite of 'SEA Objectives' to underpin the SEA process.
- Contribute to the on-going SEA process for the emerging RTS.

- 1.3.3 This report is structured as follows:

- **Section 2 – Approach to SEA:** provides an overview of the SEA being undertaken in respect of the emerging RTS.
- **Section 3 – Assessment:** assesses the coverage of key environmental issues within the issues and problems as set out in the Case for Change and assesses the compatibility of the proposed RTS Strategic Objectives with the RTS SEA Framework.
- **Section 4 – Recommendation and Next Steps:** builds upon **Section 3** to set out specific recommendations to be addressed at the next stage of the RTS development process. These seek to ensure the avoidance of likely significant adverse environmental effects and improve the effectiveness of the emerging RTS.

¹ The SEA Consultation Authorities are defined by section 3 of the Environmental Assessment (Scotland) Act 2005 as NatureScot (formerly Scottish Natural Heritage (SNH)), Historic Environment Scotland (HES) and the Scottish Environment Protection Agency (SEPA).

² In accordance with Section 14 of the Environmental Assessment (Scotland) Act 2005, this report acts as a statutory Environmental Report insofar as required to accompany each substantive component of the emerging RTS which is subject to public consultation. Within the RTS Case for Change this relates to the proposed RTS Objectives and the initial options generation matrix.



2 Approach to Strategic Environmental Assessment

2.1 Overview

2.1.1 This report builds on a SEA Scoping Report (Stantec, July 2021) which was subject to consultation with the SEA Consultation Bodies between September and October 2021 in accordance with Section 15 of the 2005 Act. The Scoping Report:

- Sought the views of the SEA Consultation Authorities on the proposed scope, methodology and level of detail required in undertaking a legally compliant SEA of the emerging RTS.
- Took account of the information requirements for Environmental Reports (ER) contained in Schedule 3 to the 2005 Act (where relevant), including through providing detailed baseline and policy reviews in appendices A and B respectively³.
- Set out an evidence-based SEA Framework, comprising a set of 10 linked SEA Objectives and associated guide questions and criteria, for use in assessing the likely significant environmental effects of the emerging RTS.
- Outlined the proposed methodology to assess the likely significant environmental effects of the emerging RTS throughout its development.

2.1.2 Having regard to all consultation responses provided in respect of the SEA Scoping Report and taking account of relevant policy developments in the interim⁴, in overall terms of the proposed SEA Framework and proposed assessment methodology are considered to remain valid. However, the scope of the SEA Framework has been refined in response to comments provided by the SEA Consultation Authorities, with greater focus now included regarding:

- promoting natural infrastructure as a way of tackling climate change;
- reference to ecosystem services;
- connectivity to wider ranging services and facilities; and
- clear coverage of both designated and non-designated cultural assets and Shetland's distinct culture.

2.1.3 The updated SEA Framework is provided in **Appendix A** and has been used in this assessment of the Case for Change. The summarised comments received from the SEA Consultation Authorities in response to the Scoping Report and how these have been addressed are provided in **Appendix B**.

³ In accordance with Sections 14(c) and (d) of the 2005 Act, it is not considered necessary or proportionate to append detailed baseline and policy reviews to this short Environmental Report. Instead, the key environmental and policy issues arising from reviewing baseline environmental characteristics and the relationship of the emerging RTS with other relevant plans and programmes are summarised in **Section 3** below. In accordance with the 2005 Act, updated environmental baseline and policy reviews will be included in the full Environmental Report (ER) that will be prepared to accompany the full Draft RTS in due course.

⁴ Including the outcome of the COP26 Climate Change Conference.



2.2 Assessment of the Case for Change

Pre-Assessment Phase

- 2.2.1 The SEA process has directly informed and helped to improve the Case for Change. The initial internal Draft Case for Change was reviewed by the assessment team and advice regarding identified weaknesses and opportunities for enhancement provided to the RTS development team prior to the formal SEA (leading to the preparation of this ER). This identified any gaps or weaknesses that could be addressed to strengthen the Case for Change. As a result of this review, the Case for Change as published now considers environmental issues more strongly, including the stronger identification throughout the report to opportunities available.

Methodology

- 2.2.2 The high-level nature of the Case for Change precludes the identification of specific likely significant environmental effects. The assessment has therefore focused more generally on:
- Assessing the compatibility of the proposed Transport Planning Objectives with the SEA Objectives, including their coverage of key environmental issues, as previously identified through SEA Scoping.
 - Assessing the extent to which the proposed RTS Strategic Objectives address key environmental issues and thus the ability of the emerging RTS to tackle such issues. This includes testing the compatibility of the proposed RTS Strategic Objectives with the SEA Framework (**Appendix A**).
- 2.2.3 At this stage of the SEA, opportunities to improve the coverage of key environmental issues and policy drivers and to enhance the ability of the emerging RTS to tackle such challenges have been identified. These recommendations (**Section 4**) should be considered as the emerging RTS is developed, and addressed in the Draft RTS which will be prepared in due course. For the avoidance of doubt, no changes are considered necessary within the current Case for Change Report specifically to address the requirements of the 2005 Act.

Consideration of Reasonable Alternatives

- 2.2.4 The 2005 Act requires the likely significant effects of implementing a plan or programme (i.e., the emerging RTS) and reasonable alternatives to be examined, as well as the rationale for identifying reasonable alternatives to be described. The 2005 Act further states that to be considered as reasonable alternatives, options must relate to the plan or programmes' corresponding objectives and geographical scope. To be eligible for consideration in this SEA process, reasonable alternatives must therefore be:
- Realistic, in that they are plausible alternatives which could be implemented instead of proposals within the emerging RTS and are consistent with relevant national and other policy frameworks.
 - Related to the objectives of the emerging RTS.
 - Within the geographical scope of the emerging RTS, i.e., any reasonable alternatives would need to be related to the distribution characteristics of future development within the ZetTrans region.
- 2.2.5 SEA reporting needs to demonstrate how all reasonable alternative options for all substantive components within an emerging plan have been identified and iteratively assessed in a timely manner. Owing to the strategic nature of the Case for Change, at this stage it has not been possible to identify any reasonable alternatives to the substantive components proposed within



the document. Extensive analysis has been undertaken to consider a wide range of issues to derive the TPOs and the subsequent RTS Objectives. Given this extensive work, and the requirement for reasonable alternatives to relate to the objectives of the plan under consideration, no reasonable alternatives to the substantive components of the proposed RTS Strategic Objectives could be identified. Any alternatives would fundamentally change the strategic direction of the emerging RTS.



3 Assessment

3.1 Key Environmental Issues and Policy Requirements

- 3.1.1 In accordance with Section 14(3) of the 2005 Act, appendices A and B of the SEA Scoping Report (Stantec, July 2021) presented detailed baseline and policy reviews to identify the key environmental issues and policy requirements which should be addressed in the new RTS. These were summarised in **Section 3** of the SEA Scoping Report with reference to the 13 environmental factors ('the SEA topics') prescribed in Schedule 3 of the 2005 Act.
- 3.1.2 Responses received from the SEA Consultation Authorities to the SEA Scoping Report and from initial engagement with other stakeholders have been reviewed and considered in the preparation of the Case for Change. A summary of the SEA Scoping responses and how these have been addressed in the RTS Case for Change and in the approach to, and framework for, the SEA is provided in **Appendix B**.
- 3.1.3 Environmental Issues are addressed within the following sections of the RTS Case for Change:
- Chapter 2 The Story of Shetland;
 - Chapter 3 Transport Supply-Side;
 - Chapter 4 Movement of People and Goods in Shetland;
 - Chapter 5 Future Planning Horizon; and
 - Chapter 6 Policy Context and Strategic Environmental Assessment
- 3.1.4 Part 1 (Chapters 2 to 5) provides the baseline and a background to Shetland and its transport network, establishing the overall factual context within which the RTS is being developed. Chapters 6 provide a comprehensive review of local, regional and national policy documents, including Scotland's National Transport Strategy 2 (NTS2) which provides the national transport policy framework and sets out four interlinked national priorities: *Reduces Inequalities*; *Takes Climate Action*; *Helps Deliver Inclusive Economic Growth*; and *Improves our Health and Wellbeing*. It clearly demonstrates how existing and emerging policy has been used to identify problems, issues, constraints and opportunities which the emerging RTS should address.
- 3.1.5 Having regard to all consultation responses and relevant policy, a suite of key environmental issues and policy requirements for the emerging RTS is presented in Table 3.1 and discussed further at 3.1.7 below. The suite of key environmental issues originally identified within the ZetTrans RTS SEA Scoping Report have been refined to reflect consultee comments. In addition, some minor changes to the wording of SEA objectives have been incorporated (see Appendix A).



Table 3.1 Key Issues Relevant to the ZetTrans RTS SEA

Grouped Baseline Topics	SEA Environmental Aspects	Key Issues
Air and Climate	Air Quality Climatic Factors	<ul style="list-style-type: none"> The need to improve air quality for the benefit of human health and the environment. The need to mitigate climate change including through promoting sustainable land use patterns and the decarbonisation of the transport sector. The need to ensure that new development, including transport infrastructure and facilities, is resilient to adverse weather and adaptable to the effects of climate change. The need to consider, and integrate, the role of natural (green/blue) infrastructure in tackling climate change. The need to align with the national Update to the Climate Change Plan 2018-2032 (Scottish Government, 2020) and the emerging Shetland Climate Change Strategy.
Physical Environmental	Biodiversity, Geodiversity Flora & Fauna	<ul style="list-style-type: none"> The need to conserve and enhance biodiversity interests including sites designated for their ecological importance. The need to maintain, restore and expand valued habitats and to safeguard protected species and non-designated biodiversity interests. The need to protect and enhance green infrastructure assets and wildlife corridors. The need to prioritise the redevelopment of previously developed (brownfield) land The need to protect sites designated for their geological interest.
	Soil	<ul style="list-style-type: none"> The need to protect and enhance the health of soils, including peatland and carbon rich soils.
	Water	<ul style="list-style-type: none"> The need to protect and enhance the quality of water sources and the water environment The need to locate new development including transport infrastructure away from areas of flood risk, and for such infrastructure to be resilient to flooding (and adverse weather more widely).
	Cultural Heritage	<ul style="list-style-type: none"> The need to protect and enhance designated and non-designated cultural heritage assets and their settings. The need to protect and enhance local character, customs and traditions.
	Landscape	<ul style="list-style-type: none"> The need to conserve and enhance landscape character and to protect visual amenity including in areas recognised for their importance such as areas of wild land and locally designated landscapes. The need to protect and enhance the seascape character.
Social and Economic	Population (including relevant socio-economic)	<ul style="list-style-type: none"> The need to align with and support the implementation of adopted and emerging relevant national policies, including NTS2 (Scottish Government, 2020), The National Islands Plan (Scottish Government



Grouped Baseline Topics	SEA Environmental Aspects	Key Issues
	issues), Human Health, Material Assets	<p>2019) and the draft Strategic Transport Projects Review 2 (STPR2) and National Planning Framework 4 (NPF4).</p> <ul style="list-style-type: none"> • The need to align with and support the implementation of current and emerging statutory Local Development Plan and other relevant regional and local policies applicable to the ZetTrans region. • The need to develop an integrated and efficient transport system which meets identified needs and supports population growth and enables in-migration and island population retention. • The need to develop an affordable and accessible transport system which provides connections between i) Shetland's islands and ii) the Scottish mainland. • The need to support the growth of key economic sectors and to deliver sustainable and inclusive economic growth. • The need to tackle deprivation and severance and to improve access to key amenities, the natural environment and economic opportunities for all demographic groups and communities. • The need to ensure transport services are demand responsive and provide convenient travel options. • The need to provide transport services appropriate to meet the needs of the projected ageing population • The need to provide transport services that enable participation and reduce rural isolation.



- 3.1.6 These issues and requirements should be reflected within the emerging RTS and taken account of in the associated SEA. It should be noted that whilst key population and health issues need to be addressed in the SEA, some aspects of these are also considered where relevant in the implementation of applicable equalities duties (refer to separate **Case for Change Equalities Duties Report**).
- 3.1.7 Existing and emerging policy requirements which the emerging RTS should take account of include the need to:
- Ensure the avoidance of likely significant adverse effects from the implementation of the plan on sites designated at international and national levels for reasons of biodiversity conservation or ecological importance.
 - Minimise and appropriately mitigate likely adverse effects on sites designated at the local level for their ecological importance.
 - Minimise the environmental impacts of transport provision and infrastructure, including in terms of reducing carbon and greenhouse gas emissions and using natural resources sustainably.
 - Underpin the development of a safe, secure, efficient, reliable and integrated transport system across the ZetTrans region.
 - Support improvements in journey times and connectivity to and from key destinations including between islands and mainland Scotland.
 - Encourage measures that reduce the need to travel and allow communities in different locations to flourish.
 - Support efforts to reduce inequality of outcome in Shetland and improve quality of life for all in Shetland.
 - Ensure the conditions are in place to allow a widespread uptake of active and sustainable modes of transport for all demographic groups and communities.
 - Improve the accessibility of the transport system (both physical access and access to transport information) and the provision of a range of transport modes to meet identified needs.
 - Ensure that transport and transport information is accessible to all and does not contribute to social exclusion or disadvantage, whether through severance or unaffordability.
 - Ensure that the transport network offers convenient and flexible inter-island services that meet the needs of the population in terms of accessing employment (where relevant), education, facilities and services.
 - Enable the efficient, effective, affordable and sustainable movement of people and freight to increase economic productivity, competitiveness and opportunities for all ensuring island communities are not unfairly disadvantaged.
 - Secure economic growth and inward investment by supporting the delivery of new and upgraded transport infrastructure to increase connectivity and improve access to high quality employment and economic opportunities.
 - Minimise the amenity impacts of transport, including in terms of reducing noise and vibration although it is recognised that these issues may be relatively minor in most of Shetland.



- Ensure the avoidance of unacceptable health impacts from transport, in particular impacts on air quality and support the delivery of public health benefits through facilitating and encouraging active travel.
- Seek to protect and enhance the health and wellbeing of the resident and working population, including through facilitating access to healthcare (particularly for remote and island communities), safeguarding physical health and providing opportunities to enhance mental health and social wellbeing.

3.1.8 Whilst all of the key environmental issues covered in Table 3.1 and policy requirements listed above should be addressed in the new RTS, the following must be afforded particular importance given their significance at national and international levels and their local relevance:

- i. Responding to the climate emergency; and
- ii. Contributing to the delivery of sustainable and inclusive economic growth.

3.2 Initial SEA Comments on Internal Draft Case for Change Report

3.2.1 An assessment of the coverage of environmental issues in the initial internal Draft Case for Change, ahead of further review detailed in the next two sections resulted in feedback to the team and subsequent amendments. A summary of these comments and the subsequent amendments to the document is presented in Table 3.2 below.



Table 3.2 Initial SEA comments on internal Case for Change Report

Problem / Issue / Framework Element of Draft Case for Change	SEA Recommendation for internal Draft Case for Change	How did the SEA Influence the Published Case for Change
Chapter 2: The Story of Shetland		
<ul style="list-style-type: none"> Overall chapter 	<ul style="list-style-type: none"> The Story of Shetland would benefit from the inclusion of the environmental context. 	<ul style="list-style-type: none"> Transport planning team added in key issues within Section 6.5 to address this point.
Chapter 6: Policy Context		
<ul style="list-style-type: none"> Section 6 (Policy Context) 	<ul style="list-style-type: none"> The document would benefit from addition of a clear link to the local 'Shetland Active Travel Strategy 2021-2026' which includes the following policy integration measure 'PI 2: ZetTrans will incorporate the active travel action plan's vision and actions into the regional transport strategy under development. 	<ul style="list-style-type: none"> Transport planning team added in alignment with the Strategy within the 'key point'.
Chapter 8: Problems, Opportunities, Issues and Constraints		
<ul style="list-style-type: none"> Section 8 (Overarching comment) 	<ul style="list-style-type: none"> This section identifies transport problems (defined as 'being a problem experienced by a user, or potential user of the transport network'), which subsequently are taken forward to develop the Transport Planning Objectives and RTS Objectives. The problems are identified in Table 8.1. This approach focuses on individuals' views which results in them being focussed on a social/financial perspective. It would be beneficial to expand from considering problems, to also consider the broader: <ul style="list-style-type: none"> environmental considerations context such as the future policy horizon opportunities (many are identified through the earlier chapters of the Case for Change) These could then inform the development of the TPOs and RTS Objectives. <p>For example:</p> <ul style="list-style-type: none"> Transport problems identified under walking and wheeling and cycling do not reflect the limited active travel network in Shetland identified by para 3.4.4, which may limit the subsequent TPOs. Recreation and tourism effects are not reflected in this table (e.g. lack of strategic cycle route limits tourism opportunities). 	<ul style="list-style-type: none"> The problems were broadened to include the problem 'I am concerned about the environmental impacts when I travel by this mode' Wider policy forms part of the context in which the options will be developed. Some of the 'opportunities' noted by the SEA team were options (e.g., EVs, hydrogen powered fleets, reducing the need to travel) rather than opportunities. The options will all be considered during the option development stage which is the next stage of the RTS development process. Opportunities will be further explored as part of the option development process during the next stage of the RTS development process. Policy Directives and environmental issues form part of the STAG criteria and therefore all options will be appraised against wider policy objectives and environmental issues. Addressed through addition to the relevant table. Addressed through addition to the relevant table.



Problem / Issue / Framework Element of Draft Case for Change	SEA Recommendation for internal Draft Case for Change	How did the SEA Influence the Published Case for Change
<ul style="list-style-type: none"> Section 8.6 (Table 8.4: Transport problems and Transport Planning Objectives) 	<ul style="list-style-type: none"> Recommendations made to include clarity and greater environmental focus within the objectives. 	<ul style="list-style-type: none"> Transport planning team addressed comments
<ul style="list-style-type: none"> Section 8.7 (RTS Objectives) 	<ul style="list-style-type: none"> Some clarification of the RTS Objectives is recommended. It may be helpful to flesh out the intended coverage of the objectives, for example by developing the subsequent paragraph. Examples provided below. 	<ul style="list-style-type: none"> Transport planning team amended wording of RTS Objectives and expanded subsequent supporting text.
<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> RTS Objective 3: Includes reference to leisure and tourism within the strategy however the subsequent narrative focuses only on residents. 	<ul style="list-style-type: none"> Transport planning team expanded subsequent supporting text.
<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> RTS Objective 5: Suggest this RTS Objective is expanded to be the key environmental objective. The objective notes the control and influence Shetland Islands Council and ZetTrans have over the internal and external transport connections, however the TPO and RTS Objective do not identify/infer the potential opportunities available to address environmental issues and seek opportunities (such as decarbonisation, biodiversity, air pollution etc). Suggest the supporting text to the objective is expanded. 	<ul style="list-style-type: none"> Transport planning team expanded subsequent supporting text and opportunities highlighted within earlier sections of the Case for Change.
<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> RTS Objective 6: the purpose of this objective is not very clear, further explanation would aid understanding. In relation to the reference to climate change adaptation, the following is suggested/noted: <ul style="list-style-type: none"> Expand to also cover climate change mitigation (i.e., the causes of climate change) Weather extremes such as storms would impact air/ferries in particular, hence Shetland is likely to be more susceptible. This should be drawn out. 	<ul style="list-style-type: none"> Transport planning team expanded RTS Objective and the subsequent supporting text and identified the susceptibility to extremes of weather within the main body of the report.



3.3 Assessment of Transport Planning Objectives and Proposed RTS Objectives

3.3.1 The Case for Change Report records how the SMART and evidence-based TPOs were developed. It provides the robust basis necessary to underpin the development and assessment of sound candidate policies, proposals and transport interventions for potential inclusion within the emerging RTS. It has involved extensive baseline analysis of the socio-economic context and the transport system and demand.

3.3.2 The RTS seeks to address the problems experienced by users and potential users of the transport network in Shetland as identified through stakeholder and public consultation and analysis of relevant transport planning data. This provides a structured and logical approach to define problems and relate them to outcomes and impacts. From a user perspective the transport problems relate to a range of parameters which define a trip, including:

- All modes of travel:
 - Awareness of travel options
 - Cost of travel and affordability
 - Fuel / power issues
 - Integration of travel between modes (e.g., bus to ferry)
 - Journey information, including for protected groups who may find accessing information particularly difficult
 - Journey quality
 - Journey times
 - Personal security (fear of crime)
 - Personal Accessibility – being able to access transport networks and services specifically including for people with disabilities or other protected characteristics which affect accessibility
 - Reliability of journey times (including public transport service punctuality)
 - Safety (transport)
 - Travel emissions
- Public transport services specifically:
 - Capacity
 - Comfort
 - Connectivity (availability of services)
 - Ease of use / convenience
 - Integration between services (within mode, e.g., bus to bus)
 - Service reliability (cancellations)
 - Timetables (first and last / frequency)

Transport Planning Objectives

3.3.3 A high-level assessment of the compatibility of the 85 identified TPOs in the Case for Change with the (updated) SEA Objectives included in the RTS SEA Framework (Appendix A) is presented in Table 3.3 below.



Table 3.3 Compatibility of RTS Transport Planning Objectives with SEA Objectives

SEA Objective	Relevant Transport Planning Objectives (TPO)
Climate Change: Respond to the climate emergency by decarbonising infrastructure, promoting natural infrastructure, facilitating a low carbon economy and adapting to accommodate the effects of climate change.	<p>The TPOs provide adequate coverage of the Climate Change SEA Objective through seeking to facilitate and encourage active travel by creating environments which better allow people to choose walking and cycling as options. Reducing carbon emissions associated with the operation of taxi and internal and external ferry and aircraft fleets are covered well. Improvements to public transport to make it more reliable, improve interchanges and improve journey times also support this SEA Objective.</p> <p>The TPOs which relate to car, ferry and air-based travel could prove problematic, for instance improving journey times and removing cost-barriers could have a reversed effect and make these the preferred travel mode above active and public transport. However, it is recognised that car, ferry and air-based travel will remain important socially and economically in the Shetland Islands, given the population density and island context.</p>
Air Quality and Amenity: To maintain air quality, reduce concentrations of harmful atmospheric pollutants and minimise exposure to noise and vibration.	<p>Many of the TPOs included are likely to have a positive impact on Air Quality and Amenity however no TPOs specifically address emission or noise and vibration reductions as these issues were not identified as problems within Shetland. Improvements to internal and external air and ferry transport could see increased levels of noise and vibration as well as concentrations of pollutants. During the next stage of the RTS, options, including options which involve improving the internal and external air and ferry transport, will be developed and appraised. The appraisal will include consideration of environmental impacts, including contribution to air pollution and noise and vibration.</p>
Biodiversity, Geodiversity and Soil: Conserve, protect, restore and enhance biodiversity and geodiversity interests, including through safeguarding designated and non-designated sites, species, soil resources and habitats and by protecting and enhancing green infrastructure.	<p>There are no TPOs which directly cover this SEA Objective. Any option that involves the delivery of new (or modification of) infrastructure (including active travel infrastructure) should have regard for their potential impact on biodiversity, geodiversity and soil (including peat and other carbon rich soils) and opportunities to enhance the physical environment (such as peatland restoration) should be included.</p> <p>Creating environments which allow more people to walk and cycle have the potential to create, protect and enhance new green infrastructure and this should be considered as the RTS progresses. These issues will be considered as part of the options appraisal during the next stage of the RTS development.</p>
Water, Flood Risk and Resilience: Conserve, protect and enhance water environments, water quality and water resources, whilst adapting to climate change and reducing flood risks.	<p>Coverage of this SEA Objective within the TPOs is relatively limited. There is one objective included to directly increase resilience of the road transport network against weather, flood risk and adapting to climate change. As the RTS progresses it should be ensured that any transport interventions have regard for this objective and should not contribute to flood risk on the transport network or elsewhere as a result of transport interventions. During the next stage of the RTS, options will be developed and appraised. The appraisal will include consideration of environmental impacts, including the effect on water, drainage and flooding.</p>

SEA Objective	Relevant Transport Planning Objectives (TPO)
Cultural Heritage: Conserve, protect and enhance the historic environment, designated and non-designated cultural assets and promote Shetland's distinct culture.	Opportunities to conserve, protect and enhance the historic environment and cultural assets are not directly included in the TPOs. These issues will be considered as part of the environmental appraisal of the options during the next stage of RTS development.
Landscape: Protect and enhance the landscape character, townscape character and visual amenity.	Landscape considerations are not given much coverage in the TPOs. The appraisal of the options should consider landscape impact and seek to minimise the impact to and enhance landscape and townscape character and amenity. These issues will be considered as part of the environmental appraisal of the options during the next stage of RTS development.
Accessibility and Connectivity: Ensure appropriate and affordable access for all to employment, education, facilities, services, and social and leisure opportunities.	The TPOs give good coverage of this SEA Objective improvements to affordability and accessibility featuring with a particularly strong emphasis with regard to active travel and public transport. Air, bus and ferry connectivity between Shetland and the Scottish mainland as well as internal integration between systems focuses on improving accessibility and reducing uncertainty allowing for easier access to facilities, services, and opportunities.
Inclusive Growth: Improve social and economic prosperity for all by enhancing productivity and competitiveness and through reducing societal inequalities.	This SEA Objective receives good coverage in the TPOs in particular with regard to affordability and accessibility and in terms of the freight sector where intervention could improve competitiveness and productivity in the production and distribution of goods by reducing costs to the business of exporting and importing to Shetland.
Human Health: Improve the health of the resident and workplace population, including with respect to physical and mental health and social wellbeing.	Human health is afforded good coverage through the TPOs related to increased safety and personal security, reduced conflicts, injuries and fatalities, improved active travel environments, decarbonisation and public transport improvements.
Material Assets: Manage, maintain and where possible improve the efficient and effective use of natural resources, ecosystem services, land and infrastructure to meet identified needs.	Through seeking to make improvements to existing road networks and freight links good coverage is given in the TPOs to this SEA Objective. No specific mention of ecosystem services is given in the TPOs. Any interventions resulting from the RTS should seek to ensure that natural resources, ecosystem services, infrastructure and land are used efficiently. These issues will be considered as part of the environmental appraisal of the options during the next stage of RTS development.

- 3.3.4 Overall, the identified TPOs provide good coverage of the ZetTrans RTS SEA Framework and associated key issues, especially in relation to socio-economic related SEA Objectives. Further consideration should however be given to ensuring that strategic elements of the RTS provide direct coverage of Biodiversity, Geodiversity, Water and Flood Risk, Heritage, Landscape and Material Assets SEA Objectives to maximise positive environmental outcomes. These issues will be considered as part of the environmental appraisal of options during the next stage of RTS development.

RTS Strategic Objectives

- 3.3.5 The Case for Change includes an assessment of the alignment between the identified 85 TPOs and six proposed RTS Strategic Objectives, which demonstrates that the proposed RTS Strategic Objectives provide good coverage of individual TPOs whilst setting out a manageable number of RTS Strategic Objectives to underpin the development of wider RTS components.



3.3.6 An assessment of the compatibility of the proposed RTS Strategic Objectives with the SEA Objectives defined within the RTS SEA Framework (Appendix A) is presented in Table 3.4 below.

3.3.7 The proposed RTS Strategic Objectives are:

- Strategy Objective 1 - To address the barriers which constrain access and/or impose unreasonable costs on travel and transport for all groups to / from the rest of Scotland
- Strategy Objective 2 - To address the barriers which constrain access and/or impose unreasonable costs on travel and transport for all groups within Shetland
- Strategy Objective 3 - To facilitate and encourage safe walking and cycling and wheeling for everyone, and for leisure and tourism
- Strategy Objective 4 - To improve alternative, more sustainable travel options in Shetland for all including those without access to, or who would prefer not to use a car
- Strategy Objective 5 - To transition towards an environmentally and financially sustainable, post-carbon transport system
- Strategy Objective 6 – To support safe, resilient, and efficient movement of all people and freight across Shetland



Table 3.4 Compatibility of RTS Objectives with SEA Framework

SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
1. Climate Change: Respond to the climate emergency by decarbonising infrastructure, promoting natural infrastructure, facilitating a low carbon economy and adapting to accommodate the effects of climate change.	-	-	+	+	++	+	<p>RTS Objectives 1 and 2 conflict with SEA Objective 1 relating to climate change. The current ferry and air transport within Shetland and to the rest of Scotland are by their nature carbon intensive. Addressing the barriers to travel, could increase travel and thus (without intervention), carbon emissions. This conflicts with the climate emergency. However, Objective 5 supports the transition towards an environmentally sustainable post-carbon transport system, noting the control and influence Shetland Islands Council and ZetTrans have over the internal and external transport connections and the opportunity to directly contribute to the decarbonisation of transport in Shetland as well as ensuring that new transport services and infrastructure are planned and delivered sustainably. Further detail of such opportunities is identified through the earlier sections of the CfC Report.</p> <p>RTS Objectives 3, 4 and 5 support active travel measures, more sustainable travel options and a post-carbon transport system which support this SEA Objective.</p> <p>RTS Objective 6 focuses on making car-based travel and the movement of goods safe, resilient and efficient; and all modes of travel resilient and able to adapt to the threat posed</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
							<p>by climate change. As such it is compatible with this SEA Objective.</p> <p>The RTS Objectives do not explicitly refer to measures to reduce the need to travel (such as improved broadband connections), which would benefit this SEA Objective.</p>
<p>2. Air Quality and Amenity: To maintain air quality, reduce concentrations of harmful atmospheric pollutants and minimise exposure to noise and vibration.</p>	-	-	+	+	++	+	<p>RTS Objectives 1 and 2 conflict with SEA Objective 2 relating to air quality and amenity. The current ferry and air transport within Shetland and to the rest of Scotland result in emissions to atmosphere, noise and vibration (albeit the noise and vibration issues were not identified as problems locally either through the consultation or baseline environment review). Addressing the barriers to travel, would increase these services and thus (without intervention) would increase these effects. However, Objective 5 supports the transition towards an environmentally sustainable post-carbon transport system, which is likely to address such concerns.</p> <p>RTS Objectives 3, 4 and 5 support active travel measures, more sustainable travel options and a post-carbon transport system which support this SEA Objective.</p> <p>RTS Objective 6 focuses on making car-based travel and the movement of goods efficient. As such it is compatible with this SEA Objective.</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
							The RTS Objectives do not consider measures to reduce the need to travel (such as improved broadband connections), which would benefit this SEA Objective.
3. Biodiversity, Geodiversity and Soil: Conserve, protect, restore and enhance biodiversity and geodiversity interests, including through safeguarding designated and non-designated sites, species, soil resources and habitats and by protecting and enhancing green infrastructure	?	?	?	?	?	?	<p>Overall, the relationship between the RTS Objectives and the Biodiversity, Geodiversity and Soil SEA Objective is uncertain. There is no explicit consideration of impact on biodiversity, geodiversity and soil in the RTS Objectives. However, these issues will be considered as part of the environmental appraisal of options during the next stage of RTS development.</p> <p>However, RTS Objectives 3, 4, 5 and 6 support active travel, more sustainable travel options, transition towards an environmentally sustainable post-carbon transport system and efficient movement of people and freight. As such, they have the potential to support this SEA Objective, depending on the way in which the aspect is managed as the RTS develops. Where relevant the subsequent policies and proposals to implement these Objectives should include appropriate consideration and safeguards in respect of biodiversity, geodiversity and soil.</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
<p>4. Water, Flood Risk and Resilience: Conserve, protect and enhance water environments, water quality and water resources, whilst adapting to climate change and reducing flood risks.</p>	?	?	?	?	?	+	<p>Overall, the relationship between the RTS Objectives and the Water and Flood Risk elements of this SEA Objective is uncertain. There is no explicit consideration of impact on water quality and flood risk in the RTS Objectives. However, these issues will be considered as part of the environmental appraisal of options during the next stage of RTS development.</p> <p>However, RTS Objectives 3, 4, 5 and 6 support active travel, more sustainable travel options, transition towards an environmentally sustainable post-carbon transport system and efficient movement of people and freight. As such, they have the potential to support this SEA Objective, depending on the way in which the aspect is managed as the RTS develops. Where relevant the subsequent policies and proposals to implement these Objectives should include appropriate consideration and safeguards in respect of water quality and flood risk.</p> <p>RTS Objective 6 is compatible with the Resilience element of this SEA Objective, through supporting travel networks resilience and ability to adapt to the threat posed by climate change.</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
5. Cultural Heritage: Conserve, protect and enhance the historic environment, designated and non-designated cultural assets and promote Shetland's distinct culture.	?	?	?	?	?	?	<p>Overall, the relationship between the RTS Objectives and the Cultural Heritage SEA Objective is uncertain. There is no explicit consideration of impact on cultural heritage in the RTS Objectives and at this early stage. However, these issues will be considered as part of the environmental appraisal of options during the next stage of RTS development.</p> <p>RTS Objective 5 supports transition towards an environmentally sustainable transport system, as such it has the potential to support this SEA Objective.</p> <p>RTS Objectives 1, 2,3, 4 and 6 have the greatest potential to align with Cultural Heritage as they could make heritage assets more accessible to residents and tourists alike. However, increased visitor numbers should be supported by any required infrastructure to cope with larger volumes of people. Where relevant, policies and proposals to implement these Objectives should include appropriate safeguards in respect of cultural heritage to conserve, protect and enhance the historic environment and cultural assets.</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
6. Landscape: Protect and enhance the landscape character, townscape character and visual amenity.	?	?	?	?	?	?	<p>Overall, the relationship between the RTS Objectives and the Landscape SEA Objective is uncertain. There is no explicit consideration of impact on landscape, townscape and visual amenity in the RTS Objectives. These issues will be considered as part of the environmental appraisal of options during the next stage of RTS development.</p> <p>RTS Objective 5 supports transition towards an environmentally sustainable transport system, as such it has the potential to support this SEA Objective.</p> <p>RTS Objective 1, 2, 3, 4 and 6 have an uncertain relationship with this SEA Objective as potential impacts (beneficial or adverse) would depend on their implementation. Where relevant, policies and proposals to implement these Objectives should include appropriate consideration and safeguards in respect of landscape character and visual amenity.</p>
7. Accessibility and Connectivity: Ensure appropriate and affordable access for all to employment, education, facilities, services, and social and leisure opportunities.	+	+	+	+	+	+	<p>The Accessibility SEA Objective receives good coverage across all six of the RTS Objectives. Objectives 1 and 2 look to address barriers to all groups to travel to/from the rest of Scotland and within Shetland respectively. RTS Objectives 3 and 4 aim to facilitate active travel for everyone and improve more sustainable travel options for all including those without access to a car; RTS Objective 5 aims for a</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
							financially sustainable post-carbon transport system and RTS Objective 6 supports safe and efficient movement of people and goods.
8. Inclusive Growth: Improve social and economic prosperity for all by enhancing productivity and competitiveness and through reducing societal inequalities.	+	+	+	+	+	+	<p>All RTS Objectives align with this SEA Objective through seeking to enhance the efficiency and performance of the transport system for all groups whilst increasing accessibility enabling economic growth/prosperity.</p> <p>RTS Objectives 1, 2 and 6 are particularly compatible with this SEA Objective by seeking to address the barriers specific to Shetland and improve efficiency.</p>
9. Human Health: Improve the health of the resident and workplace population, including with respect to physical and mental health and social wellbeing.	+	+	+	+	+	+	<p>Overall, the Health SEA Objective is well represented throughout all RTS Objectives. RTS Objectives 1 and 2 seek to address the Shetland specific barriers to transport which affect the ability of Shetland residents to see friends and family and participate in mainland-based activities, including access to health care. This brings benefits for mental health and social wellbeing.</p> <p>RTS Objectives 3 to 6 reduce the reliance on carbon-based transport, thus reducing emissions to air and potentially subsequently improving health.</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
							<p>RTS Objective 3, supports active travel, has clear links to the Health SEA Objective as it directly seeks to improve health (both physical and mental) and wellbeing through transport interventions.</p> <p>By supporting safe transport across all modes of travel, RTS Objective 6 relates well to the Health SEA Objective.</p>
<p>10. Material Assets: Manage, maintain and where possible improve the efficient and effective use of natural resources, ecosystem services, land and infrastructure to meet identified needs.</p>	?	?	?	?	+	?	<p>Overall, the relationship between the RTS Objectives and the Material Assets SEA Objective is uncertain. There is no explicit consideration of the efficient and effective use of natural resources, ecosystem services, land and infrastructure to meet identified needs in the RTS Objectives. These issues will be considered as part of the environmental appraisal of options during the next stage of RTS development.</p> <p>However, RTS Objective 5 supports the transition towards an environmentally sustainable post-carbon transport system, noting the direct control Shetland Islands Council and ZetTrans have over Shetland's internal transport and their influence over the</p>



SEA Objectives	RTS Objectives						Commentary
	1 Barriers to/from Scotland	2 Barriers within Shetland	3 Facilitate walking, cycling, wheeling	4 Improve sustainable transport options in Shetland	5 Transition to post-carbon transport system	6 Support movement of people and freight across Shetland	
							<p>external transport connections. Whilst the objective relates to environmental sustainability, there is no explicit consideration of the efficient and effective use of natural resources, ecosystem services and land and at this early stage. Further clarity on the scope of this RTS Objective would be beneficial.</p> <p>RTS Objectives 3, 4, and 6 support active travel, more sustainable travel options, and efficient movement of people and freight. As such, they have the potential to support this SEA Objective, depending on the way in which the aspect is managed as the RTS develops.</p> <p>Where relevant the subsequent policies and proposals to implement these Objectives should include appropriate safeguards in respect of the efficient and effective use of natural resources, ecosystem services, land and infrastructure to meet identified needs.</p>
KEY:			+	Compatible	-	Incompatible	
			0	Neutral	~	No Clear Relationship	
			?	Uncertain			



- 3.3.8 The assessment provided in Table 3.4 demonstrates that in general the proposed RTS Objectives provide an appropriate high-level platform from which to develop specific schemes, policies and proposals to address a range of key environmental (as well as socio-economic and wider) issues. Further consideration should however be given to ensuring that strategic elements of the RTS provide direct coverage of Biodiversity, Geodiversity, Water and Flood Risk, Heritage, Landscape and Material Assets SEA Objectives to maximise positive environmental outcomes.
- 3.3.9 The assessment has identified some areas of potential conflict between objectives to promote accessibility with requirements to meet emissions reductions targets. This may be particularly apparent within Shetland given it is recognised that car, ferry and air-based travel will remain important socially and economically in the Shetland Islands, given the population density and island context.
- 3.3.10 Going forward the SEA process will be used to test the relationship between the proposed RTS Strategic Objectives and individual options in order to maximise likely significant beneficial effects and avoid or minimise likely significant adverse effects from the RTS when read and implemented as a whole.



4 Recommendation and Next Steps

4.1 Introduction

- 4.1.1 Building upon the analysis in **Section 3**, this section identifies specific recommendations to be addressed in the next stages of the RTS development process to further enhance the consideration of key environmental issues. These recommendations should be considered as the emerging RTS is developed and addressed in the Draft RTS which will be prepared in due course.

4.2 Compatibility with SEA Objectives and Opportunities for Enhancement

- 4.2.1 The Case for Change has good coverage of most environmental issues and no major omissions have been identified, although direct coverage of Biodiversity, Geodiversity, Water and Flood Risk, Heritage, Landscape and Material Assets SEA Objectives is relatively light. It is noted that these issues will be considered within the appraisal of the options during the next stage of the RTS development process (see section **4.3 Next Steps** below). Subsequently, relevant policies and proposals within the RTS should include appropriate safeguards in respect of these issues, with a preference for preventing environmental effects before reducing and mitigating them.
- 4.2.2 It is recommended that, at the next stage of RTS development, a set of clear outcomes is developed to support and underpin the achievement of each objective. These would be drawn from analysis of the themes from each relevant group of TPOs (as collated in Table 8.5 of the Case for Change) and would help to articulate the key intentions of each objective, including incorporation of relevant environmental considerations.
- 4.2.3 During the next stage, each of the RTS Strategic Objectives will underpin the development of a long-list of options. To avoid potential tensions, gaps or ‘silo working’ between the implementation of individual RTS Strategic Objectives (which could undermine the overall environmental performance of the RTS) it will be important for the RTS to include an overarching Vision.
- 4.2.4 When developing the options, consideration should be given to the natural conflict between objectives to promote accessibility with requirements to meet emissions reductions targets. This is likely to be particularly relevant to car, ferry and air-based travel which are important socially and economically in the Shetland Islands.
- 4.2.5 The Case for Change identifies both risks and opportunities to tackle issues, for partnerships with other organisations and improvements which should be taken forward as the RTS develops. Many of the challenges and opportunities identified within the Case for Change are driven by the identified environmental and social issues (such as decarbonisation of transport driven by climate change) which will be central to the development of the RTS and thus the nature of transport in the Shetland Islands going forward.

4.3 Next Steps

- 4.3.1 This SEA Environmental Report is being published for consultation alongside the Case for Change which has been prepared to underpin the preparation of the new RTS for the ZetTrans area. This forms the first part of a multi-stage process which will include a detailed options appraisal process and future consultation on a full draft RTS.
- 4.3.2 In accordance with the 2005 Act and best practice the SEA process is being carried out from the outset and in tandem with the development of the emerging RTS to allow key environmental issues to inform the content of the new RTS. All consultation feedback received in respect of the Case for Change and this ER will be reviewed and used to inform and refine the proposed



RTS Strategic Objectives and the development of options. The next stage will be the Stage 2 – Preliminary Options Appraisal.

4.3.3 During this stage, subject to the consultation, the problems and opportunities identified in this document along with the stated RTS Objectives will be used as a basis to generate a long-list of options which will subsequently be appraised against the:

- RTS Objectives
- STAG criteria:
 - Environment
 - Biodiversity and habitats
 - Geology and soils
 - Land use (including agriculture and forestry)
 - Water, drainage and flooding
 - Air quality
 - Historic environment
 - Landscape
 - Noise and vibration
 - Climate Change
 - Greenhouse gas emissions
 - Vulnerability to the effects of climate change
 - Potential to adapt to the effects of climate change
 - Health, safety, and wellbeing
 - Accidents
 - Security
 - Health outcomes
 - Access to health and wellbeing infrastructure
 - Visual amenity
 - Economy
 - Transport Economic Efficiency
 - Wider economic impacts
 - Equality and accessibility



- Public transport network coverage
 - Active travel network coverage
 - Comparative access by people group
 - Comparative access by geographic location
 - Affordability
 - Established policy directives
 - Feasibility, affordability, and public acceptability
 - Sustainable Investment Hierarchy and Sustainable Travel Hierarchy
 - Risk and uncertainty
- 4.3.4 The SEA framework will be applied during this appraisal process.
- 4.3.5 The results of the appraisal of options will be presented and the remaining options taken forward. Following this stage, the RTS document will then be produced which will collate the outputs of the above tasks into a Strategy and an associated Delivery Plan.
- 4.3.6 A full Environmental Report (ER) will be prepared to accompany the Draft RTS for consultation, with all relevant information requirements prescribed in Section 14 and Schedule 3 of the 2005 Act addressed in that ER. This will include the identification of all likely significant environmental effects (with appropriate strategic mitigation measures if required) from all proposed RTS components, a detailed review of the approach adopted to identify and assess reasonable alternative options, and full details of how all comments received from the SEA Consultation Authorities at each stage have been taken account of in the SEA and RTS development process.



Appendix A ZetTrans RTS SEA Framework

SEA Objectives	Guide Questions: Will the RTS (component)...	Criteria to Assess Candidate Transport Interventions and Schemes
1. Climate Change: Respond to the climate emergency by decarbonising infrastructure assets, promoting natural infrastructure, facilitating a low carbon economy and adapting to accommodate the effects of climate change.	<ul style="list-style-type: none"> • Contribute to decarbonisation of the transport system? • Promote modal shift towards sustainable public transport and active travel? • Support a sustainable pattern of development which minimises energy consumption and GHG emissions? • Reduce number of single occupancy car journeys and encourage car sharing? • Promote the use of clean fuels and technologies? • Enhance the resilience of infrastructure assets to adverse weather and the effects of climate change? • Promote the use of nature-based solutions? 	<ul style="list-style-type: none"> • Support a sustainable pattern of development that facilitates achieving carbon neutrality. • Impacts on climate change mitigation: modal shifts and GHG emissions or saving (construction and operational phases). • Adaptability of new and upgraded transport infrastructure and services. • Resilience to adverse weather and the effects of climate change.
2. Air Quality and Amenity: To maintain air quality and, reduce concentrations of harmful atmospheric pollutants and minimise exposure to noise and vibration.	<ul style="list-style-type: none"> • Maintain or enhance air quality? • Avoid unacceptable noise and vibration levels at sensitive locations? Prevent and reduce emissions of harmful pollutants? 	<ul style="list-style-type: none"> • Proximity to congestion pinch points • Likely operational emissions.
3. Biodiversity, Geodiversity and Soil: Conserve, protect, restore and enhance biodiversity and geodiversity interests, including through safeguarding designated and non-designated sites, species, habitat connectivity and soil resources and by protecting and enhancing green infrastructure.	<ul style="list-style-type: none"> • Ensure appropriate safeguards for the integrity, conservation objectives and feature of sites designated at international, national, or local levels for reasons of biodiversity or geodiversity value or species protection? • Support the protection and enhancement of valued species and habitats? • Support safeguarding against habitat loss or fragmentation? 	<ul style="list-style-type: none"> • Proximity to and impacts on sites designated at international, national and local levels for reasons of biodiversity conservation, ecological importance or geological importance (i.e., effects on integrity, objectives and features). • Proximity to and impacts on designated woodlands, important trees or hedgerows and other valued habitats.



SEA Objectives	Guide Questions: Will the RTS (component)...	Criteria to Assess Candidate Transport Interventions and Schemes
	<ul style="list-style-type: none"> • Support the protection and enhancement of protected trees and important woodland areas? • Protect and enhance important soil resources? • Support the protection and restoration of peatland? 	<ul style="list-style-type: none"> • Proximity to and impacts on non-designated biodiversity features including wildlife corridors. • Potential impacts on protected species. • Consideration of climate change on vulnerability and condition of habitats, species and soils.
<p>4. Water, Flood Risk and Resilience: Conserve, protect and enhance water environments, water quality and water resources, whilst adapting to climate change and reducing flood risks.</p>	<ul style="list-style-type: none"> • Avoid deterioration and enhance the overall, ecological and chemical classification of water bodies and the water environment in accordance with the Water Framework Directive? • Affect the volume of surface water runoff into or abstraction from water bodies? • Minimise the risk of flooding to people, property, infrastructure and environmental assets? • Manage residual flood risks appropriately and avoid new flood risks including by incorporating nature based solutions? • Seek to avoid or at least minimise new development in areas prone to flood risk or mitigate the potential for such risk? 	<ul style="list-style-type: none"> • Proximity to Flood Risk Zones. • Proximity to and impacts on the WFD status of waterbodies and aquifers. • Resilience to flood risk.
<p>5. Cultural Heritage: Conserve, protect and enhance the historic environment, cultural assets and promote Shetland's distinct culture.</p>	<ul style="list-style-type: none"> • Conserve, protect and enhance the integrity, character and setting of designated and non-designated heritage assets? • Preserve archaeological sites and protect potential unknown archaeological resources? 	<ul style="list-style-type: none"> • Proximity to and potential effects on designated and non-designated heritage assets, important archaeological sites and their settings. • Opportunities to enhance access to, and enjoyment and understanding of, sites of archaeological and cultural heritage significance.
<p>6. Landscape: Protect and enhance the landscape character, townscape character and visual amenity.</p>	<ul style="list-style-type: none"> • Protect and enhance landscape character? • Safeguard important landscape and townscape features? 	<ul style="list-style-type: none"> • Proximity to and impacts on designated landscapes including wild land. • Impacts on visual amenity and key views.



SEA Objectives	Guide Questions: Will the RTS (component)...	Criteria to Assess Candidate Transport Interventions and Schemes
	<ul style="list-style-type: none"> • Protect visual amenity and valued views? • Protect the unique characteristics of rural and island Shetland? • Maintain and enhance the attractiveness of the public realm and built environment? 	<ul style="list-style-type: none"> • Impacts on settlement integration or coalescence.
<p>7. Accessibility and Connectivity: Ensure appropriate connectivity and affordable access for all to employment, education, facilities and services, and social and leisure opportunities.</p>	<ul style="list-style-type: none"> • Implement the NTS2 Sustainable Travel Hierarchy across the ZetTrans region where practical? • Improve connectivity to employment, education, personal business and social and leisure opportunities in particular by active travel and public transport? • Improve the accessibility and integration of the transport network, including between islands? • Improve availability and access to transport and travel information? • Respond to periods of increased travel demand e.g., during holiday periods, peak livestock season, Up Helly Aa etc? • Reduce the need to travel? • Maintain or improve connections between island communities and Shetland mainland and between Shetland mainland and the Scottish mainland? • Reduce delay to services and allow for greater journey time reliability? • Help reduce severance effects of the transport network? 	<ul style="list-style-type: none"> • Support the NTS2 sustainable hierarchy. • Address the evidenced physical accessibility problems. • Proximity to and impacts on the public transport network. • Proximity to the existing transport network. • Proximity to and impacts on identified service delays and pinch points. • Proximity to and impacts on the accessibility of community facilities, public services and key amenities. • Proximity to and impacts on the accessibility of education infrastructure. • Impacts on journey times to mainland Scotland.
<p>8. Inclusive Growth: Improve social and economic prosperity for all by enhancing productivity and competitiveness and through reducing societal inequalities.</p>	<ul style="list-style-type: none"> • Support better integration of land-use/spatial planning, transport planning and economic development decisions? • Help to integrate labour and housing markets to meet identified population needs in a sustainable manner? 	<ul style="list-style-type: none"> • Economic development, employment benefits and social value unlocked by the intervention. • Ability to help reduce identified inequalities (as assessed through separate reporting).



SEA Objectives	Guide Questions: Will the RTS (component)...	Criteria to Assess Candidate Transport Interventions and Schemes
	<ul style="list-style-type: none"> • Support the delivery of existing and emerging spatial strategies at national, regional and local levels? • Support the growth of the population of Shetland through both retaining and attracting people to live, work and invest in Shetland? • Promote the co-location of synergistic economic activities and land uses? • Support efficient and affordable freight movement between the islands and Shetland mainland and between Shetland mainland and the Scottish mainland? • Support increased and diversified employment opportunities? • Address transport needs resulting from existing and changing demographic characteristics? • Address transport needs resulting from existing and changing socio-economic characteristics? • Support the implementation of relevant equalities duties, as assessed through separate reporting? 	<ul style="list-style-type: none"> • Support the creation of safe and attractive public realm. • Contribution to area-based regeneration and socio-economic renewal. • Impacts on transport efficiency including inter-island and mainland journey times. • Impacts on freight movement. • Proximity to and impacts on key employment locations (existing and planned).
<p>9. Human Health: Improve the health of the resident and workplace population, including with respect to physical and mental health and social wellbeing.</p>	<ul style="list-style-type: none"> • Facilitate and encourage use of public transport and active travel? • Improve connections to and access to recreational opportunities and facilities? • Reduce the negative impacts of transport on human health, especially in terms of pollution and air quality? • Reduce the likelihood of transport-related road accidents and casualties? • Improve connectivity to healthcare facilities, including connectivity to on island facilities, Lerwick (Gilbert Bain Hospital), and Aberdeen (the primary mainland hospital for Shetland)? 	<ul style="list-style-type: none"> • Proximity to and impacts on access to healthcare facilities. • Proximity to and impacts on active travel networks. • Proximity to and impacts on open space. • Contribution of biodiversity and the natural environment (and access to them) in people's health. • Consideration of post Covid-19 issues for transport and working / living patterns.



SEA Objectives	Guide Questions: Will the RTS (component)...	Criteria to Assess Candidate Transport Interventions and Schemes
	<ul style="list-style-type: none"> • Safeguard sensitive environmental receptors to maintain and enhance human health? 	
<p>10. Material Assets: Manage, maintain and where possible improve the efficient and effective use of natural resources, ecosystem services, land and infrastructure to meet identified needs.</p>	<ul style="list-style-type: none"> • Implement the NTS2 Sustainable Investment Hierarchy across the ZetTrans region? • Unlock the delivery of housing to meet identified needs? • Prioritise the re-development of previously developed land? • Support the provision of adequate infrastructure, services and facilities to meet identified needs? • Help move Shetland towards a circular economy? 	<ul style="list-style-type: none"> • Alignment with or ability to support land-use/spatial planning and economic development decisions. • Proximity to and impacts on the delivery of major development allocations and committed developments. • Facilitate the redevelopment of previously developed land. • Proximity to and impacts on vacant and derelict land (VDL). • Impacts on best and more versatile agricultural land and pastoral land. • Impacts on marine-based assets / aquaculture. • Impacts on natural resources, including the extraction of mineral resources. • Impacts on ecosystem services.



Appendix B Review of SEA Scoping Consultation Responses

Table B1: Summary of SEA Scoping Consultation Responses

SEA Consultation Body	Comment	Response
NatureScot	<p>Table 3.1: Key Issues Relevant to the SEA of the New RTS for the Shetland Islands</p> <p>The environmental topics Biodiversity, Geodiversity, Flora & Fauna, Soil, Water, Cultural Heritage and Landscape have all been amalgamated under one grouped topic 'Physical Environment'. It isn't clear from the table that each individual environmental topic has been fully considered in terms of key issues. For example, whether non-designated biodiversity interests are considered, or as well as protecting and enhancing green infrastructure assets, there has been consideration of impacts on habitat connectivity/wildlife corridors. There hasn't been consideration of impacts on the general health of soils, including peatland or carbon rich soils. In terms of landscape, there has been no mention of Local Landscape Areas or qualities of Wild Land Areas. Therefore, as a group it appears key issues are potentially being missed and we would recommend that the topics are separated out to ensure that they are considered individually and that all key issues are being identified and included. Any changes to this table will also need to be reflected in Table 4.4.</p>	<p>The 'Physical Environment' topics will be separated to ensure key groups are appropriately considered and assessed. Wording within Table 4.4 will be updated accordingly. The updated Key Issues table will be used when the Initial Appraisal: Case for Change and the Draft RTS are assessed.</p>
	<p>Table 4.1: Previous SEA Framework - Assessment of Continuing Validity.</p> <p>Within row one of the table, we would recommend under 'key criteria to be considered' amending the wording 'Habitats adjacent to roads' to something such as 'non-designated biodiversity features potentially affected, for example habitats</p>	<p>Wording within the document will be amended to take account of non-designated biodiversity features that could potentially be affected to ensure that any impacts are considered beyond habitats adjacent to roads.</p>



SEA Consultation Body	Comment	Response
	adjacent to roads'. This will ensure that any impacts to biodiversity including non-designated biodiversity features are considered beyond just habitats adjacent to roads.	
	Within the 'Biodiversity, Flora & Fauna' row of the table in the 'Assessment of Continuing Validity' column we recommend including consideration of climate change within this topic, given the relationship between biodiversity loss and climate change (twin crises), and as per the Scottish Government's Environmental Strategy for Scotland.	Consideration of climate change to be included within the Biodiversity, Flora and Fauna topic group.
	Within the 'Human Health' row of the table in the 'Assessment of Continuing Validity' column it would be useful to consider how biodiversity (such as through nature-based solutions for active travel) can also help with improving human health.	Consideration of biodiversity to be included within the Human Health topic group.
	Just to note that throughout the document we recommend altering 'health' to 'human health' to make it clear that this is what is being referred to.	Document to be amended to reference to 'human health'.
	Table 4.2: Proposed SEA Objectives for the emerging RTS In the Climate Change row we suggest including within the SEA Objective reference for the importance of natural infrastructure as a way of tackling climate change. Natural infrastructure is being included in the definition of infrastructure within the Scottish Government's Infrastructure Investment Plan 2021-22 to 2025-26.	Consideration of the importance of natural infrastructure to be included in line with the Scottish Government's Infrastructure Investment Plan 2021-22 to 2025-26 definition of infrastructure.
	Under the proposed SEA Objective for Biodiversity, Geodiversity and Soil we recommend that as well as protecting green infrastructure it is enhanced.	Wording within the document to be amended to state 'protecting and enhancing' green infrastructure.



SEA Consultation Body	Comment	Response
	Any changes made to the above SEA Objectives will also need to be altered for the subsequent tables e.g., tables 4.3, 4.4, 5.1, 5.3.	Amendments to be made to all subsequent tables.
	<p>Table 4.3: Relationship between Proposed SEA Objectives and the 2005 Act</p> <p>The letters referred to in this table don't appear to match those set out in Schedule 3 of the Act. In addition, we would recommend considering presenting this information in a way that is easier to understand and doesn't require looking through the full legislation.</p>	Document structure to be reviewed and amended to align Proposed SEA Objectives and the letters in the 2005 Act.
	<p>Table 4.4: Proposed RTS SEA Framework</p> <p>Row 3 of the table 'biodiversity.' should also include non-designated biodiversity features, as well as potential impacts on habitat connectivity/wildlife corridors in the third column. There is also no consideration of impacts on soil features.</p>	Wording to be amended to consider non-designated biodiversity features, potential impact on habitat connectivity/wildlife corridors and soil impacts.
	Row 9 of the table 'Human Health...' should consider impacts of Covid-19 and transport considerations for home working e.g., local living and active travel options with easy access to nature.	SEA Framework will be amended to consider the impacts of COVID-19 and transport considerations as a result (such as increased levels of home working, living locally and active travel).
	<p>5.3: Proposed SEA Methodology</p> <p>There doesn't appear to be any consideration of permanent and temporary impacts as part of the SEA Methodology.</p>	As part of the assessment both permanent and temporary impacts will be considered and this will inform the methodology used.
	Tables 5.1 & 5.2: Proposed Compatibility Matrix.... and Proposed Scoring System...	Symbols to be amended/added to the matrix/scoring system.



SEA Consultation Body	Comment	Response
	Just to note that effects could be both positive and neutral. Therefore, we suggest adding in another score symbol to reflect this such as -/+.	
	<p>Table 5.3: Proposed Assessment Matrix for Proposed RTS Policies</p> <p>It would be useful to provide some examples within this table to demonstrate the thinking behind how the RTS will be assessed.</p>	The Guide Questions will be used to assess each formal consultation document. These have been provided at Scoping stage to demonstrate how the RTS will be assessed.
	<p>Appendix B</p> <p>Table B1: Policy documents of relevance at Scoping Stage</p> <p>As mentioned above it may be easier to highlight relevant plans, programmes or strategies separately for each topic to ensure that they have been considered fully as well as making it easier to see which ones refer to which topic.</p> <p>There are a few plans, programmes and strategies that we recommend are included within the table:</p> <ul style="list-style-type: none"> ▪ The Scottish Government's Environmental Strategy for Scotland ▪ Scotland's National Peatland Plan 2015 ▪ Scottish Government's draft Peatland and Energy Policy Statement 2016 ▪ Carbon and Peatland Map 2016. 	<p>Document structure to be amended to highlight and consider relevant policy documents for each topic.</p> <p>Suggested policy documents listed will be added to the relevant section of the document.</p>
Historic Environment Scotland	<p>Scope and level of detail</p> <p>It is our understanding that you propose a multi-stage Strategic Environmental Assessment (SEA) of the emerging new Regional Transport Strategy for Shetland (the RTS) and that iterative ERs will be prepared to accompany each formal consultation</p>	None required



SEA Consultation Body	Comment	Response
	<p>document which contains substantive proposals for inclusion in the RTS.</p> <p>We note that the historic environment has been scoped into the assessment. On the basis of the information provided, we are content with this approach and are satisfied with the scope and level of detail proposed for the assessment, subject to the detailed comments provided below.</p>	
	<p>Table 4.1: Previous SEA Framework – Assessment of Continuing Validity</p> <p>We are content that the objective for cultural heritage remains relevant, however, the key criteria should be expanded to encompass all designated and non-designated historic environment assets.</p>	Key criteria under the cultural heritage topic will be expanded to include all designated and non-designated environmental assets.
	<p>Table 4.4: Proposed RTS SEA Framework</p> <p>We recommend that you omit the qualification ‘important’ from the guide questions and criteria for cultural heritage, as the term is not defined. Consideration of the cultural significance of designated and non-designated historic environment assets should form part of the assessment process.</p>	Recommendation agreed.
	<p>Appendix A Baseline Review</p> <p>We note that for reasons of proportionality, you intend to use the environmental baseline in the LDP2 SEA Scoping Report, and that Appendix A is intended to provide a summary and transport specific aspects. Whilst we are content with this approach in theory, we note that references to the historic environment are very brief and partial, and that historic environment designations are not included in <i>Table A.1 Summary of Shetland Environmental Designations</i>. You should ensure that the historic</p>	The historic environment baseline used to assess the RTS will encompass both designated and non-designated historic environment assets. Historic transport infrastructure will also be accounted for.



SEA Consultation Body	Comment	Response
	environment baseline used to assess the RTS encompasses both designated and non-designated historic environment assets. Your baseline review should recognise that a proportion of the transport infrastructure is also historic, and that decisions relating to the transport infrastructure should be informed by this, and the requirement to protect and promote the historic environment.	
	<p>Appendix B Review of Plans and Programmes</p> <p>This section should include the following PPS:</p> <ul style="list-style-type: none"> Historic Environment Policy for Scotland (2019) (HEPS). The preparation of all plans, programmes and strategies in Scotland should be considered through the policies and principles within the Historic Environment Policy for Scotland (HEPS). HEPS replaced the Historic Scotland Policy Statement (2016). 	Suggested policy documents listed will be added to the relevant section of the document.
	<p>Consultation period for the Environmental Reports</p> <p>You have proposed a consultation period of 6 weeks for the Initial Appraisal: Case for Change Report and 12 weeks for the Draft RTS. We are content with the proposed timescales. Please note that, for administrative purposes, we consider that the consultation period commences on receipt of the relevant documents by the SEA Gateway.</p>	None required

