Stantec

ZetTrans Regional Transport Strategy

SEA Scoping Report

On behalf of ZetTrans Regional Transport Partnership

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1 Introduction

1.1 Background

1.1.1 Stantec UK has been commissioned by ZetTrans, the Shetland Islands' Regional Transport Partnership (RTP), to assist with the preparation of a new Regional Transport Strategy (RTS). This commission includes undertaking a multi-stage Strategic Environmental Assessment (SEA) of the emerging new RTS for Shetland ('the emerging RTS') in accordance with the statutory requirements. This SEA Scoping Report is the first stage of the SEA process to identify, assess and address any likely significant effects on the environment from the emerging RTS.

1.2 Purpose

1.2.1 This SEA Scoping Report seeks the views of the SEA Consultation Authorities[1] on the proposed scope, methodology, consultation arrangements and level of detail required in undertaking a proportionate and robust SEA of the emerging RTS. The report has been prepared in accordance with the Environmental Assessment (Scotland) Act 2005 ('the 2005 Act').

1.2.2 In accordance with the 2005 Act, the SEA Consultation Authorities are invited to provide comments regarding the proposed scope of and approach to undertaking a SEA of the emerging RTS. Any comments should be provided within the prescribed statutory consultation period (i.e. within 5 weeks of receiving this report) and directed via email to:

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1.3 SEA Scoping Report Content and Structures

1.3.1 This SEA Scoping Report provides all information considered necessary to comply with Section 15 of the 2005 Act. The report has also taken account of the information requirements for Environmental Reports contained in Schedule 3 to the 2005 Act where relevant. Where information pertaining to Schedule 3 is provided in this Scoping Report, this will also be updated as required and included within or appended to each Environmental Report accompanying iterative substantive consultations on the proposed form and content of the emerging RTS.

1.3.2 This Report is structured as follows

- Section 1 - Introduction – the remainder of this section introduces ZetTrans RTP and outlines relevant statutory requirements relating to the need to undertake a SEA in respect of the emerging RTS.

- Section 2 – RTS Context and Proposed Content describes the context in which the emerging RTS is being developed and outlines its proposed form and content, all of which requires to be assessed through this SEA.

- Section 3 – Key Baseline and Policy Issues summarises pertinent environmental (including population and health) conditions which must be taken account of within the emerging RTS and this SEA. The section also considers the likely evolution of the

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

baseline scenario in the absence of the development of a new RTS and identifies the relationship between the emerging RTS and other relevant plans and programmes, including the emerging Shetland Islands Local Development Plan 2 (LDP2) which is subject to SEA Scoping in tandem with the emerging RTS. Further relevant details are provided in Appendices A and B.

- Section 4 – Proposed SEA Framework describes the assessment framework which, subject to any views expressed by the SEA Consultation Authorities or other consultees, will be used to identify and assess the likely significant effects on the environment of the emerging RTS.

- Section 5 – Proposed SEA Methodology builds upon Section 4 by detailing the proposed method of assessing the likely environmental effects of each emerging substantive component of the RTS.

- Section 6 – Next Steps outlines next steps to be followed in the SEA process and sets out proposed consultation arrangements for the Environmental Reports (ER) which will be published in tandem with each substantive RTS consultation document. This section also confirms how comments in respect of this SEA Scoping Report should be submitted.

1.3.3   The main body of this SEA Scoping Report is supported by two appendices:

- Appendix A – Baseline Analysis supports Section 3 by providing a review of baseline characteristics relevant to the assessment of likely significant environmental effects from the emerging RTS. In accordance with statutory requirements, this appendix includes a description of aspects of the environment which at this stage have the potential to be significantly affected by the emerging RTS. The appendix also identifies relevant issues, problems and objectives which should be taken account of both in the development of the emerging RTS and in this SEA.

- Appendix B – Review of Plans, Programmes and Strategies supports Section 3 by providing a review of other plans and programmes of relevance to the emerging RTS. With reference to statutory requirements, this appendix considers the relationship between other relevant plans and the emerging RTS in order to identify the key policy issues which should be considered within the strategy itself and this SEA.

1.4   Overview of ZetTrans and the new Regional Transport Strategy

1.4.1   ZetTrans RTP is the statutory RTP for the Shetland Islands and is responsible for the provision and maintenance of public transport services in Shetland, whilst also supporting the case for improvements to air and ferry services to the Scottish mainland. For context, air services to the Scottish mainland are commercially provided, whilst ferry services are delivered by Serco NorthLink Ferries under a Public Service Contract agreement with Transport Scotland.

1.4.2   In accordance with Sections 5 and 6 of the Transport (Scotland) Act 2005, the first ZetTrans RTS was prepared and approved in 2008. Section 7 of the Act requires RTPs to keep the RTS under review and, in accordance with this, ZetTrans produced a Refreshed Shetland Transport Strategy to cover the period 2018-28 in 2018. The ZetTrans RTS is being renewed now to respond to the changed policy environment arising from the publication of the second National Transport Strategy (NTS2) in February 2020, the Strategic Transport Projects Review 2 (STPR2) and the passing of the Islands (Scotland) Act 2018. A full justification for the production of a new RTS is provided in **Section 4.2**. The proposed form and content of the emerging RTS is outlined in **Section 2.3**.

1.4.3   The ZetTrans region includes the whole of Shetland, an archipelago of over 100 islands, of which 15 are inhabited, that stretch around 112 kilometres from North to South. Shetland lies in the North Atlantic between the Faroe Islands and Norway, 476 kilometres north of Edinburgh and 640 kilometres south of the Arctic Circle. The land area of Shetland extends to about 1,468 square kilometres with a coastline of approximately 2,702 kilometres.

1.5   Statutory Requirements

1.5.1   This SEA Scoping Report responds to the statutory provisions within the Environmental Assessment (Scotland) Act 2005 (hereafter 'the SEA Act') applicable to preparation of the emerging RTS, which itself requires to be prepared under the Transport (Scotland) Act 2005. The implications of these statutory requirements for the SEA are outlined below.

Regional Transport Strategies

1.5.2   The Transport (Scotland) Act 2005 (as amended) requires RTPs to prepare a RTS for their area and to keep this under review. Section 5(2) of the Act prescribes matters which must be addressed within an RTS, including the need to set out *"how transport will be provided developed, improved and operated so as—*

1.   *to enhance social and economic well-being;*

2.   *to promote public safety, including road safety and the safety of users of public transport;*

3.   *to be consistent with the principle of sustainable development and to conserve and enhance the environment;*

4.   *to promote social inclusion;*

5.   *to encourage equal opportunities and, in particular, the observance of the equal opportunities requirements;*

6.   *to facilitate access to hospitals, clinics, surgeries and other places where a health service is provided;*

7.   *to integrate with transport elsewhere*".

1.5.3   SEA and Equalities Duties (EqIA) processes to accord with other relevant legislation (see below) should assist in providing the evidence necessary to demonstrate compliance with these statutory duties.

1.5.4   Section 5(3) of the Act identifies the need for the preparation of an RTS to have regard to any "*current national transport strategy* (NTS)" and relevant guidance issued by the Scottish Ministers. The emerging RTS will therefore need to closely align with and provide a regional framework to help implement Scotland's National Transport Strategy 2 (NTS2).

Strategic Environmental Assessment

1.5.5   The 2005 Act requires 'responsible authorities', including Regional Transport Partnerships 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 (i.e. the emerging RTS). The assessment is carried out by following a staged process of reporting known as Strategic Environmental Assessment (SEA).

1.5.6   The emerging RTS is considered to fall within the scope of Section 5(3) of the 2005 Act as requiring a SEA to be carried out. It is a 'relevant' plan for the purposes of this legislation as it

is required in response to administrative and legislative provisions[2] and will influence the development and consenting of future policies and projects, in particular the implementation of the emerging and future Local Development Plan (LDP). . The emerging RTS also satisfies the test of being a 'qualifying' plan, meaning that SEA is required, as it is being prepared for transport purposes, has the potential to set the framework for future development consent of projects (transport infrastructure and other development) requiring an Environmental Impact Assessment (EIA) and will apply to the whole ZetTrans region, rather than only to a small area. This means there is no option to exempt the emerging RTS from SEA requirements and that at this stage, the strategy is considered likely to result in significant effects on the environment.

1.5.7   Under the 2005 Act, once the need for SEA of a plan or programme has been established (see above), a three-stage process is required:

- **SEA Scoping** (Section 15): Responsible authorities must provide the SEA Consultation Authorities with sufficient information to enable them to consider the proposed scope, level of detail and consultation period for an Environmental Report to accompany the emerging plan or programme under consideration. **This SEA Scoping Report responds to this legislative requirement**.

- **Preparation of and Consultation regarding an Environmental Report**: The relevant responsible authority must prepare an Environmental Report (ER) to "*identify, describe and evaluate the likely significant effects on the environment of implementing*" the emerging plan or programme and its reasonable alternatives. As above, the scope, level of detail and consultation period of the SEA should first be defined through scoping:

  o   The SEA 'assessment phase' which will be reported in iterative ERs will be integrated into a wider appraisal of emerging objectives and options that will be carried out in line with Scottish Transport Appraisal Guidance (STAG) and associated stages; and,

  o   To ensure full statutory compliance, it is proposed that iterative ERs will be prepared to accompany each formal consultation document which contains substantive proposals for inclusion in the RTS. It is therefore proposed to prepare proportionate ERs to accompany the Case for Change Report and Draft RTS, with the latter including SEA findings from analysis undertaken during the Preliminary Options Appraisal to inform RTS preparation. The level of detail in each ER will be proportionate to the level of detail included within the corresponding substantive consultation document; and,

- **Preparation of a Post Adoption SEA Statement**: Following modifications as necessary to respond to representations submitted regarding the Draft RTS, ZetTrans will submit the finalised RTS to the Scottish Ministers for their approval. Following the approval of the RTS, a statement must be prepared to set out, amongst other matters, how environmental considerations have been taken into account in the finalised RTS and how any likely significant effects of the RTS on the environment (as predicted through this SEA) will be monitored.

Other Impact Assessments

1.5.8   This SEA is being carried out alongside the application of relevant 'equalities duties' prescribed through relevant statutory and policy requirements:

- Public Sector Equality Duty

- Fairer Scotland Duty

- Island Communities Assessment; and, applied on a non-statutory basis

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[2] Namely the requirement under Sections 5 and 7 of the Transport (Scotland) Act 2005 for each statutory Regional Transport Partnership to develop a Regional Transport Strategy, keep it under review and develop a new Strategy if deemed necessary.

■ Child Rights & Wellbeing Impact Assessment

1.5.9 The proposed approach to integrating the SEA and EqIA of the RTS is detailed in Sections 4 and 5 of this report, and further details regarding the proposed approach to undertaking the EqIA will be set out within a separate non-statutory **Equalities Duties Assessment Framing Note**.

2 RTS Context and Proposed Content

2.1 Introduction

2.1.1 This Section describes the context in which a new RTS is being prepared for the ZetTrans region and outlines its proposed form and content, all of which requires to be assessed through this SEA.

2.2 New Regional Transport Strategy for Shetland - Key Facts

2.2.1 The key facts relating to the emerging New Regional Transport Strategy for Shetland ('the RTS') are detailed in **Table 2.1** below.

Table 2.1: The New RTS for Shetland Key Facts

Responsible Authority	Zetland Regional Transport Partnership
SEA Assessor on behalf of the Responsible Authority	Stantec UK Ltd for ZetTrans RTP
Strategy Title	New Regional Transport Strategy for the ZetTrans Region
Plan Subject:	Transport
Reason for the Strategy:	A new RTS is required to replace the current RTS for Shetland, which expires in 2028, to comply with statutory requirements and to address changes in transport needs, impacts, investment priorities, governance arrangements and the policy context since the adoption of the current RTS in November 2018.
Area covered by the Strategy	The Shetland Islands region ('the ZetTrans region') as designated under the Regional Transport Partnerships (Establishment, Constitution and Membership) (Scotland) Order 2005 as amended. The ZetTrans region covers only the Shetland Islands Council area, albeit it is recognised that Scotland / UK mainland connectivity necessarily requires engagement with other local authorities.

2.3 Proposed Form and Content of the RTS

Overview

2.3.1 In accordance with the Transport (Scotland) Act 2005, ZetTrans prepared the first RTS for the Shetland Islands covering 10-15 years from adoption in 2008. In 2018, ZetTrans published an update to the RTS, the Shetland Transport Strategy Refresh, covering the period 2018-2028. The emerging RTS is being developed to replace the current RTS and to set out a new long term transport vision, outcomes and strategic objectives for the Shetland Islands, aligned with the NTS2 (2020).

2.3.2 At this stage it is envisaged that a new RTS for Shetland will compromise the following substantive components:

- Vision
- Outcomes and Strategic Objectives (and underlying identified Transport Planning Objectives, TPOs)
- Policies
- Transport Interventions and schemes

2.3.3   It is also envisaged that a Monitoring and Evaluation Plan will be produced, setting out how ZetTrans will measure and report upon progress made through the delivery of RTS. It should be noted that this list of intended RTS components is not exhaustive and may change through the development of the Strategy.

2.3.4   Each substantive component of the emerging RTS will need to be subject to SEA in line with the approach set out within this SEA Scoping Report. To comply with case law requirements, the emerging RTS will need to include a reasoned justification for the inclusion of each substantive component and be supported by a robust evidence base. This evidence base will inform the SEA process as well as being required for strategy preparation purposes.

RTS Components

2.3.5   A new vision and set of strategic objectives to underpin the new RTS will be implemented through a suite of associated policies and proposals (i.e. proposed transport interventions) which at this early stage are expected to be set out within the emerging RTS and an associated delivery plan (providing details of specific proposals). To be effective at securing funding to implement proposed interventions in pursuit of the RTS strategic objectives, informing decisions at regional and local levels and catalysing further action, the new RTS will set out a coherent framework to implement the NTS2 at the local level. In doing so, the RTS will provide an evidence based and detailed regional framework to respond to identified key transport problems. This will provide a strong foundation for action to appraise, develop and implement locally appropriate interventions (e.g. individual transport infrastructure schemes) aligned with the RTS, NTS2 and STPR2.

2.3.6   Once the RTS is finalised and approved by the Scottish Ministers, the implementation of policies and proposals is expected to be detailed further within subsequent reports to be considered and approved by ZetTrans. Any such reports are not likely to result in any significant environmental effects beyond those already identified through this SEA of the emerging RTS, as all substantive RTS proposals and policies will be assessed through the SEA for predicted effects. In the event that future reports or monitoring identifies new substantive policies or proposals not already assessed within this SEA, ZetTrans would need to consider potential statutory assessment compliance implications (i.e. the need to undertake a further SEA and/or EqIA as appropriate).

2.4   RTS Development Process

2.4.1   A collaborative approach is being adopted to prepare the emerging RTS, with a strong emphasis on stakeholder engagement from the outset. The preparation of the emerging RTS will also be closely informed by this SEA and the application of relevant 'equalities duties' as will be detailed within a separate **ZetTrans RTS Equalities Duties Assessment Framing Note**.

2.4.2   This SEA Scoping Report and the **Equalities Duties Assessment Framing Note** seek to identify key environmental and equalities issues for consideration within the new RTS and to outline proposed approaches to undertaking proportionate and robust statutory impact assessments. These assessments are being used as tools to inform the emerging RTS, rather than simply being statutory reporting exercises. This integrated approach allows the environmental, social and economic implications of all plan components to be tested at the earliest opportunity and for any uncertainties, issues or mitigation requirements identified during impact assessment processes to be addressed during RTS preparation.

2.4.3   In accordance with established Scottish Transport Appraisal Guidance (STAG principles), a three-stage process is being applied to prepare a new Draft RTS for the Shetland Islands:

- **Initial Appraisal: Case for Change**: Development of SMART[3] and evidenced-based Transport Planning Objectives (TPOs) and associated proposed RTS strategic

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[3] **S**pecific, **M**easurable, **A**ttainable, **R**elevant and **T**ime-Bound

objectives. This will provide a robust underpinning to the development and assessment of candidate policies, proposals and transport interventions for potential inclusion within the emerging RTS. This stage of RTS preparation will involve extensive baseline analysis to identify relevant transport problems, opportunities and associated TPOs which should be addressed in the emerging RTS. Consideration will also be given to the development of a holistic vision to tie together the suite of thematically based strategic objectives and provide a clear direction of travel for the emerging RTS.

- **Preliminary Options Appraisals**: STAG Appraisal (Spring 2022): iterative appraisal of identified options (policies and proposals) using integrated SEA and STAG criteria (Environment, Safety, Economy, Integration and Accessibility) to establish and evaluate reasonable alternative options for potential inclusion within the Draft RTS to achieve the proposed RTS vision and objectives (TPOs). SEA, STAG and equalities duties assessment processes will be integrated to generate a clear audit trail which identifies reasonable alternative options.,

- **ZetTrans RTS Preparation**: The outcome of the appraisal (STAG) stage will be the identification of a recommended strategic framework (vision, outcomes and strategic objectives) and corresponding implementation options (policies, proposals and transport interventions) for inclusion in the Draft RTS. All selected components will be drawn together to create a visionary and engaging Draft RTS.

2.4.4 To remain proportionate and effective, formal consultation will only be undertaken at the first and third of these stages (Initial Appraisal: Case for Change and Draft RTS), with a representative panel of stakeholder interests instead convened to provide proportionate inputs to the appraisal of options during the Preliminary Options Appraisal.

2.4.5 Following consultation on the Draft RTS, two further stages will need to be completed before the finalised new RTS can be approved:

- **Submission of Finalised RTS:** Following modifications as necessary to respond to representations submitted regarding the Draft RTS, ZetTrans will submit the Finalised RTS to the Scottish Ministers for their approval in accordance with the Transport (Scotland) Act 2005.

- **Approval of Finalised RTS:** Subject to ministerial consideration and approval (with potential modifications), ZetTrans will proceed to adopt the finalised RTS. At this point, the new RTS will supersede the existing 2008 Shetland Regional Transport Strategy that underwent a refresh in 2018, the ZetTrans RTS Refresh 2018 – 2028.

3 Key Baseline and Policy Issues

3.1 Introduction

3.1.1 **Section 3.2** summarises pertinent environmental and socio-economic conditions relating to transport in the ZetTrans region which must be accounted for within the emerging RTS and within this SEA. **Section 3.3** then identifies the relationship between the emerging RTS and other relevant plans and programmes. Each section is supported by detailed baseline and policy reviews provided in **Appendices A** and **B** respectively.

3.1.2 To maintain proportionality, it is proposed to engage Section 14(4) of the SEA Act and therefore defer to relevant local baseline and policy review information very recently presented within the Shetlands Islands Council Local Development Plan 2 (LDP2) SEA Scoping Report (July 2021). This avoids repeating extensive local environmental and policy information which would add little to this SEA. Instead, the implications of recent national transport work are considered and addressed, with a summary of local baseline information provided in **Appendices A** and **B**.

3.2 Overview of Baseline Characteristics

3.2.1 With reference to the environmental topics prescribed within Schedule 3 of the SEA Act and the duties set out within the Transport (Scotland) Act 2005, a summary of the key issues identified in **Appendix A** which need to be addressed within the emerging RTS and taken account of in the associated SEA is provided in **Table 3.1** below. The identification of key issues has also been informed by consideration of the likely evolution of baseline conditions in the absence of the emerging RTS, as detailed in **Appendix A**.

Table 3.1: Key Issues Relevant to the SEA of the New RTS for the Shetland Islands

Grouped Baseline Topics	SEA Environmental Aspects	Key Issues
Air and Climate	Air Quality Climatic Factors	• 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 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, Soil, Water, Cultural Heritage, Landscape	• 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. • The need to protect and enhance green infrastructure assets. • The need to prioritise the redevelopment of previously developed (brownfield) land • The need to protect sites designated for their geological interest. • 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). • The need to protect and enhance cultural heritage assets and their settings. • The need to conserve and enhance landscape character and to protect visual amenity. • The need to protect and enhance the seascape character. • The need to protect and enhance local character, customs and traditions.
Social and Economic	Population (including relevant socio-economic issues), Health, Material Assets	• 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 2019) and the emerging Strategic Transport Projects Review 2 (STPR2) and National Planning Framework 4 (NPF4). • 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.

Grouped Baseline Topics	SEA Environmental Aspects	Key Issues
		• The need to tackle deprivation and severance and to improve access to key amenities 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.

3.3 Relationship Between the Emerging RTS and Other Relevant Plans

3.3.1 In accordance with the 2005 Act, a review of the relationship between the emerging RTS and other relevant plans and programmes (including legislation, policies and strategies at all spatial scales) has been carried out, as detailed fully within **Appendix B**. This review has identified key requirements, objectives and priorities of relevant plans and their implications for both the emerging RTS itself and for this SEA.

Key Relationships

3.3.2 Undoubtedly the most important relationship between the emerging RTS and other plans and strategies is the need for the RTS to provide an appropriate framework within which to implement the National Transport Strategy 2 (NTS2) at a regional level. Published in February 2020, the NTS2 sets out a holistic vision for a "*sustainable, inclusive, safe and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors*". To deliver this, the NTS2 outlines a strategic framework underpinned by four thematic priorities, which form the basis from which decisions will be evaluated on the success of future transport policies and proposals at national, regional and local levels:

- Reduces inequalities
- Takes climate action
- Helps deliver inclusive economic growth
- Improves our health and wellbeing

3.3.3 One of the key priorities identified within the NTS2 is the need to better integrate transport planning, land use/spatial planning and economic development decisions. This highlights the importance of fostering strong bi-directional relationships between the emerging RTS and the emerging Shetland LDP2, which is being prepared in tandem with the RTS.

3.3.4 LDP2 will provide the vision for how communities will grow and develop in the future. It will provide certainty for communities and investors alike about where development should and should not take place and the infrastructure required to support growth. LDP2 will be prepared in the context of planning reforms arising from the Planning (Scotland) Act 2019, including preparation of NPF4 which, once finalised, will also form part of the statutory Development Plan. The implementation of the emerging RTS will need to take account of the spatial strategy and transport requirements contained within LDP2 once adopted.

3.3.5 From the review of relevant plans and strategies provided in **Appendix B**, it is also clear that the emerging RTS should:

- 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 appropriate 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 dis-advantaged;

- 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; and,

- 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.

3.3.6   As with the principal environmental and socio-economic issues (**Table 3.1**), these key policy issues need to be addressed within the emerging RTS itself to effectively and efficiently tackle pertinent transport problems, support the implementation of other existing and emerging plans and policies, and to allow the plan to contribute to the delivery of sustainable development.

3.4   Summary

3.4.1   All of the identified environmental and socio-economic issues (**Table 3.1**) and policy issues (listed above) need to be addressed within the emerging RTS in order to effectively and efficiently tackle pertinent transport problems, support the implementation of other existing and emerging plans and policies, and to allow the strategy to contribute to the delivery of sustainable development. A primary role of this SEA is therefore to provide a systematic assessment of the emerging RTS to ensure it appropriately addresses all of the identified problems and therefore contributes to achieving sustainable development.

The identified problems need to be reflected within a suite of bespoke SEA Objectives which together will form a framework ('the SEA Framework') for use in assessing the performance and likely significant environmental effects of the emerging RTS at all consultation stages. The development of SEA Objectives relating to all identified baseline and policy issues should help to ensure that these issues are appropriately addressed within the emerging RTS itself. Full

details regarding the proposed SEA Framework and constituent SEA Objectives are set out in **Section 4**.

4 Proposed SEA Framework

4.1 Introduction

4.1.1 This section sets out the assessment framework which, subject to any views expressed by the SEA Consultation Authorities, will be used to identify and assess the likely significant environmental effects of the emerging ZetTrans RTS.

4.1.2 The SEA of the emerging RTS will be underpinned by a SEA Framework, comprising a suite of thematic SEA Objectives and associated Guide Questions and spatial criteria. This will be used to assess the likely significant environmental effects of all substantive components of the emerging RTS in an integrated manner. As detailed in **Section 5**, a consistent scoring system will be adopted to assess proposed RTS components against the SEA Framework and to allow likely significant environmental effects to be identified in accordance with the SEA Act.

4.2 Review of the Existing RTS SEA Framework

4.2.1 The starting point of this SEA process is to consider whether the approach adopted to undertake the SEA of the first ZetTrans RTS (completed in 2008) and the environmental implications of the ZetTrans RTS Refresh 2018-2028 remain valid, or if a revised framework is needed to allow this SEA to proportionately and effectively respond to the key issues identified in **Section 3**.

Table 4.1 Previous SEA Framework - Assessment of Continuing Validity

SEA Category/Title	SEA Objective	Key Criteria to be Considered in the Assessment	Assessment of Continuing Validity
1. Biodiversity, Flora and Fauna	Protect, maintain and enhance biodiversity.	■ European protected sites e.g. ■ Nationally protected sites e.g. SSSI ■ Other designated sites ■ Protected species ■ BAP priority habitats and species ■ Habitats adjacent to roads	The objective to protect, maintain and enhance biodiversity remains valid however it could be improved to be more specific with regards to the designations which should be considered and be tailored to Shetland specific impacts. Including reference to geodiversity will also strengthen this objective.
2. Landscape	Safeguard and enhance the quality and distinctiveness of the area's landscape (built and natural)	■ Designated sites e.g. NSA (see also Cultural Heritage) ■ Potentially sensitive receptors e.g. residential areas, recreation facilities, important footpaths ■ Light pollution	This Objective could be improved by referring to protecting and enhancing landscape character, townscape character and visual amenity.
3. Cultural Heritage	Preserve, protect, enhance and where appropriate restore the historic environment and other culturally important features	■ Areas designated for importance in terms of cultural heritage e.g. Conservation Areas	This Objective remains relevant.

SEA Category/Title	SEA Objective	Key Criteria to be Considered in the Assessment	Assessment of Continuing Validity
		▪ Listed Buildings ▪ Scheduled Ancient Monuments ▪ Known and unknown archaeology	
4. Air	Reduce air pollution	▪ Key pollution indicators e.g. PM10	The Objective title would benefit from being expanded to Air Quality and Amenity. Doing so would then take noise and vibration into account which are key impacts of transport.
5. Climate	Reduce Shetland's contribution to climate change	▪ Overall transport-related CO2 emissions	It is recommended that the two Climate categories are combined into one standalone Objective. It is useful that both contribution and vulnerability are taken into account but the Objective could be strengthened by also referring to mitigation and adaptability. This would allow a holistic assessment of all climate change impacts and implications of the emerging RTS.
6. Climate	Reduce vulnerability to the effects of climate change	▪ Flooding of transport infrastructure ▪ Travel disruption due to weather	As above.
7. Water	Protect, maintain and enhance water quality	▪ Pollution of water bodies ▪ Coastal processes ▪ Catchment hydrology	This SEA Objective would benefit from being expanded to include Flood Risk and Resilience rather than water only. This will allow the Objective to not only protect, maintain and enhance water quality but take into account reducing flood risk and adapting to climate change.
8. Population	Improve accessibility and reduce social exclusion	▪ Accessibility of public transport	It is recommended that the title of this Objective be changed to *Accessibility* and the scope of the objective be amended to reference

SEA Category/Title		SEA Objective	Key Criteria to be Considered in the Assessment	Assessment of Continuing Validity
			▪ Accessibility of goods and services, including health services	affordable access for all to facilities, services, employment, economic opportunities, social activities and access to transport information.
9.	Population	Enhance access to the natural and built environment	▪ Public transport links to natural and historic environment ▪ Footpath network	This Objective could be combined with Objective 8 to form one objective encompassing all aspects of accessibility.
10.	Human Health	Improve human health	▪ Noise and vibration ▪ Crime and fear of crime relating to transport ▪ Transport accidents ▪ Walking and cycling	This SEA Objective usefully takes account of crime and accidents, however it could be strengthened by taking into account both mental and physical health and social wellbeing and would also benefit from expanding walking and cycling and to account for the health benefits of changing travel behaviour to active modes.
11.	Material Assets	Protect land and material assets	▪ Land slips ▪ Private property ▪ Quality agricultural land	It is recommended that this SEA Objective is updated to include reference to the efficient and effective use of natural resources, ecosystem services, land and infrastructure to meet the needs of the population.
12.	Material Assets	Reduce, reuse, recycle and recover waste	▪ Materials used due to transport related activity ▪ Potential for waste to be generated by transport-related activity	This objective can be combined with number 11 to make one Material Assets Objective.

4.2.2   The review of the previous SEA Framework has shown that it was designed to respond to the SEA topics prescribed within Schedule 3 of the SEA Act. This means that the topics and objectives are generic rather than being focused on transport and Shetland. As a geographically remote island archipelago, Shetland, along with Scotland's other island communities, has a specific set of transport issues associated with passenger and freight connectivity to the Scottish mainland; inter-island connectivity; providing and maintaining access to employment, education and services; and ensuing that the transport network supports the economic and demographic spatial balance of the island group.

4.2.3   The SEA of the first ZetTrans RTS was undertaken in 2006 in the infancy of formal SEA practice in Scotland following the enactment of the 2005 Act. SEA case law and best practice has evolved substantially in the interim period, with SEA now best understood as a plan making tool to review reasonable alternative options and optimise the response of a plan or strategy to key environmental issues rather than being solely a technical reporting exercise.

4.2.4   Following publication of the National Transport Strategy 2 (NTS2) in February 2020, there is now greater emphasis on the role of the transport system in Scotland to reduce inequalities, improve health and wellbeing, further address the climate emergency, and help deliver inclusive economic growth. Changes in SEA best practice combined with the increased centrality of socio-environmental issues in national transport policy, which the emerging RTS must help to implement, points to the need for a new RTS SEA framework to be developed which fully responds to these issues.

4.3   Proposed Scope of RTS SEA Framework

4.3.1   This subsection provides an overview of the topics which need to be considered through this SEA and therefore within the SEA Framework. The scope of the SEA Framework must be sufficiently wide to enable the likely significant environmental effects of the emerging RTS to be identified and addressed in accordance with the statutory requirements (**Section 1.5**). From **Section 4.2**, it is also clear that the RTS SEA Framework should evolve from the Framework previously adopted for the first ZetTrans RTS in order to address all pertinent environmental issues and reflect current SEA best practice.

4.3.2   As with the previous SEA Framework adopted for the first ZetTrans RTS, all environmental topics prescribed within Schedule 3 of the SEA Act will need to be addressed within the new SEA Framework. This is because, at this early stage, it is considered that substantive components within the emerging RTS have some potential to result in significant environmental effects in relation to all of the topics. This does not however mean that the end result of undertaking SEA will be that any significant effects in relation to all of the environmental topics are necessarily identified, rather that, at this early stage, there is some possibility of significant effects occurring and this requires further examination through the SEA process.

4.3.3   In accordance with the SEA Act, the SEA will therefore include an assessment of likely significant environmental effects arising from the emerging RTS in relation to:

   a.   Biodiversity;

   b.   Population;

   c.   Human health;

   d.   Flora;

   e.   Fauna;

   f.   Soil;

   g.   Water;

   h.   Air;

i.   Climatic factors;

j.   Material assets;

k.   Cultural heritage, including architectural and archaeological heritage; and

l.   Landscape.

4.3.4   The inclusion of 'population', 'human health' and 'material assets' as SEA topics provides a basis upon which to link this SEA with the equalities impact assessment (EqIA), which is required in order to demonstrate compliance with statutory or other relevant equalities duties. The SEA Framework (**Table 4.4**) will therefore include relevant objectives to enable a high-level assessment of likely effects on different demographic groups and health to be included within the SEA and to provide a starting point for the EqIA. More detailed analysis of pertinent equalities issues and likely impacts from the emerging RTS will then be provided in EqIA reports, as will be detailed within a separate non-statutory EqIA Scoping Note. An Islands Community Impact Assessment will form part of the EqIA and will be the primary assessment tool with regards to 'population', 'human health' and 'material assets'.

4.4   Proposed SEA Objectives for the Emerging RTS

4.4.1   **Section 4.2** above indicates that whilst the SEA Framework adopted for the first ZetTrans RTS addresses relevant issues, a new framework is needed to allow the SEA of the emerging RTS to proportionately and effectively address all pertinent environmental issues and likely effects from the emerging RTS in a co-ordinated manner.

4.4.2   Having regard to relevant statutory requirements (**Section 1.5**), the proposed form and content of the emerging RTS (Section 2), and pertinent environmental issues (Section 3), the proposed SEA Objectives for use in this SEA are listed in **Table 4.2** below. The emphasis on implementing a holistic approach to climate action and tackling inequalities across many of the SEA Objectives is intended to reflect the cross-cutting nature of relevant environmental issues and to provide a focus to underpin this SEA, rather than disparate environmental issues being assessed separately.

4.4.3   To remain focused on addressing identified key environmental issues and provide an objective assessment framework, the proposed SEA Objectives do not themselves refer to the transport system, as doing so could limit their applicability to assessing interventions *within* the system rather than also considering the effectiveness of relationships *between* transport, land uses, social interactions and economic activities.

Table 4.2 Proposed SEA Objectives for the emerging RTS

SEA Objective Title	SEA Objective
1. Climate Change	Respond to the climate emergency by decarbonising infrastructure assets, facilitating a low carbon economy and adapting to accommodate the effects of climate change.
2. Air Quality and Amenity	To maintain air quality, reduce concentrations of harmful atmospheric pollutants and minimise exposure to noise and vibration.
3. Biodiversity, Geodiversity and Soil	Conserve, protect, restore and enhance biodiversity and geodiversity interests, including through safeguarding important sites, species, soil resources and habitats and by protecting green infrastructure.
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.
5. Cultural Heritage	Conserve, protect and enhance the historic environment, cultural assets and promote Shetland's distinct culture

SEA Objective Title	SEA Objective
6. Landscape	Protect and enhance the landscape character, townscape character and visual amenity.
7. Accessibility and Connectivity	Ensure appropriate connectivity and affordable access for all to employment, education, facilities and services, and social and leisure opportunities.
8. Inclusive Growth	Improve social and economic prosperity for all by enhancing productivity and competitiveness and through reducing societal inequalities.
9. Health	Improve the health of the resident and workplace population, including with respect to physical and mental health and social wellbeing.
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.

4.4.4   These proposed SEA Objectives are designed to complement each other, avoid assessment duplication and relate to the specific content of the emerging RTS, to underpin a proportionate and effective SEA. To demonstrate compliance with statutory requirements, **Table 4.3** below shows the link between the proposed SEA Objectives and the topics specified in Schedule 3 (paragraph 6, points a – m) of the 2005 Act.

Table 4.3: Relationship between Proposed SEA Objectives and the 2005 Act

Proposed SEA Objective	Environmental Topic(s) as per SEA Act- Schedule 3
1. Climate Change: Respond to the climate emergency by decarbonising infrastructure assets, facilitating a low carbon economy and adapting to accommodate the effects of climate change.	G
2. Air Quality and Amenity: To maintain air quality, reduce concentrations of harmful atmospheric pollutants and minimise exposure to noise and vibration.	C, H
3. Biodiversity, Geodiversity and Soil Conserve, protect, restore and enhance biodiversity and geodiversity interests, including through safeguarding important sites, species, soil resources and habitats and by protecting green infrastructure.	A, D, E, F
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.	G, I
5. Cultural Heritage: Conserve, protect and enhance the historic environment, cultural assets and promote Shetland's distinct culture.	K
6. Landscape Protect and enhance the landscape character, townscape character and visual amenity.	L

Proposed SEA Objective	Environmental Topic(s) as per SEA Act-Schedule 3
7. Accessibility and Connectivity: Ensure appropriate connectivity and affordable access for all to employment, education, facilities and services, and social and leisure opportunities.	B, J
8. Inclusive Growth: Improve social and economic prosperity for all by enhancing productivity and competitiveness and through reducing societal inequalities.	B, J
9. Health: Improve the health of the resident and workplace population, including with respect to physical and mental health and social wellbeing.	B, C
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.	J

4.5 Proposed SEA Framework

4.5.1 To enable this SEA to be undertaken in a proportionate and targeted manner a SEA Framework will be used, comprising:

- The proposed SEA Objectives (see **Table 4.2**);

- A suite of relevant Guide Questions relating to each SEA Objective. Subject to views expressed by the SEA Consultation Authorities, this will be used in a qualitative assessment of each substantive component of the emerging RTS, and any identified reasonable alternatives, to proportionately identify their likely significant effects; and,

- A set of criteria to be considered in the assessment of transport interventions and schemes being considered for inclusion within the emerging RTS. These criteria relate to environmental criteria prescribed within Scottish Transport Appraisal Guidance (STAG) and will therefore be used where relevant to inform the selection of transport interventions and schemes for inclusion within the emerging RTS, as well as to demonstrate compliance with SEA requirements. In undertaking this assessment, qualitative analysis of site-specific candidate transport interventions and schemes may be undertaken using geographical information systems (GIS) software. This analysis will be subject to refinement and will only be applied where practicable and appropriate in relation to the stage of the SEA process and the types of transport interventions being proposed.

4.5.2 The proposed SEA Framework is detailed in **Table 4.4** below. During the assessment stage of the SEA, a further suite of indicators will be developed to provide a framework for monitoring the likely significant environmental effects of the emerging RTS in accordance with the SEA Act. This monitoring framework will be included within the Monitoring and Evaluation Plan which will be used by ZetTrans to monitor the effectiveness of the new RTS (e.g. to assess whether key targets are being met) and to inform future reviews of the strategy.

Table 4.4: Proposed RTS SEA Framework

Proposed SEA Objectives	Proposed Guide Questions: Will the RTS (component)…	Proposed Criteria to Assess Candidate Transport Interventions and Schemes
1. Climate Change: Respond to the climate emergency by decarbonising infrastructure assets, facilitating a low carbon economy and adapting to accommodate the effects of climate change.	• 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?	• 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) • 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.	• Maintain or enhance air quality? • Avoid unacceptable noise and vibration levels at sensitive locations? Prevent and reduce emissions of harmful pollutants?	• 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 important sites, species and soil resources and by protecting green infrastructure.	• 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? • Support the protection and enhancement of protected trees and important woodland areas? • Protect and enhance important soil resources?	• 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. • Potential impacts on protected species.

Proposed SEA Objectives	Proposed Guide Questions: Will the RTS (component)…	Proposed Criteria to Assess Candidate Transport Interventions and Schemes
	• Support the protection and restoration of peatland?	
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.	• 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 minimise new development in areas prone to flood risk or mitigate the potential for such risk?	• Proximity to Flood Risk Zones. • Proximity to and impacts on the WFD status of waterbodies and aquifers. • Resilience to flood risk.
5. Cultural Heritage: Conserve, protect and enhance the historic environment, cultural assets and promote Shetland's distinct culture.	• Conserve, protect and enhance the integrity, character and setting of heritage assets? • Preserve important archaeological sites and protect potential unknown archaeological resources?	• Proximity to and potential effects on heritage assets, important archaeological sites and their settings.
6. Landscape: Protect and enhance the landscape character, townscape character and visual amenity.	• Protect and enhance landscape character? • Safeguard important landscape and townscape features? • Protect visual amenity and valued views? • Protect the unique characteristics of rural and island Shetland? • Maintain and enhance the attractiveness of the public realm?	• Proximity to and impacts on designated landscapes. • Impacts on visual amenity and key views. • Impacts on settlement integration or coalescence.

Proposed SEA Objectives	Proposed Guide Questions: Will the RTS (component)…	Proposed Criteria to Assess Candidate Transport Interventions and Schemes
7. Accessibility and Connectivity: Ensure appropriate connectivity and affordable access for all to employment, education, facilities and services, and social and leisure opportunities.	- 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 congestion and allow for greater journey time reliability? - Help reduce severance effects of the transport network?	- Support the NTS sustainable hierarchy - Address the evidenced physical accessibly problems - Proximity to and impacts on the public transport network. - Proximity to the existing transport network. - Proximity to and impacts on identified congestion 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.
8. Inclusive Growth: Improve social and economic prosperity for all by enhancing productivity and competitiveness and through reducing societal inequalities.	- 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? - 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?	- Economic development, employment benefits and social value unlocked by the intervention. - Ability to help reduce identified inequalities (as assessed through separate reporting). - 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.

Proposed SEA Objectives	Proposed Guide Questions: Will the RTS (component)…	Proposed Criteria to Assess Candidate Transport Interventions and Schemes
	• 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?	• Proximity to and impacts on key employment locations (existing and planned).
9. Health: Improve the health of the resident and workplace population, including with respect to physical and mental health and social wellbeing.	• 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)? • Safeguard sensitive environmental receptors to maintain and enhance human health?	• Proximity to and impacts on access to healthcare facilities. • Proximity to and impacts on active travel networks. • Proximity to and impacts on open space .
10. Material Assets: Manage, maintain and where possible improve the efficient and effective use of natural resources, ecosystem services,	• Implement the NTS2 Sustainable Investment Hierarchy across the ZetTrans region? • Unlock the delivery of housing to meet identified needs?	• Alignment with or ability to support land-use/spatial planning and economic development decisions.

Proposed SEA Objectives	Proposed Guide Questions: Will the RTS (component)…	Proposed Criteria to Assess Candidate Transport Interventions and Schemes
land and infrastructure 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?	• 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.

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5 Proposed SEA Methodology

5.1 Introduction

5.1.1 Building upon the proposed SEA Framework detailed in **Section 4**, this section outlines the proposed methodology to be adopted to undertake the SEA of the emerging RTS.

5.2 Proposed SEA Reporting

5.2.1 With reference to the three-stage process outlined in **Section 2.3** to develop the Draft RTS, SEA, including testing of identified options and analysis of reasonable alternatives, will be undertaken by a dedicated assessment team throughout the process. Iterative SEA Environmental Reports will be prepared to accompany each formal RTS consultation document (i.e. Initial Appraisal: Case for Change and Draft RTS). SEA findings from analysis undertaken during the Preliminary Options Appraisal and from formal assessment of Draft RTS components will both be reported within the Draft RTS ER to provide a transparent audit trail of decision making regarding the identification, assessment and selection of reasonable alternative options for inclusion within the Draft RTS.

5.2.2 It is proposed to prepare proportionate ER to accompany the Initial Appraisal Case for Change Report and Draft RTS, each of which will be prepared in accordance with this SEA Scoping Report and will provide an assessment of likely significant environmental effects from the substantive components detailed in the corresponding substantive consultation document. Reflecting the iterative content of each RTS consultation document it is likely that the ER prepared to accompany the Case for Change Report will comprise a concise technical note, whereas a longer and more detailed ER will be prepared to accompany the Draft RTS.

5.2.3 In accordance with the 2005 Act, each ER is proposed to include the following:

- A Non-Technical Summary;

- An overview of the form, content and development of the emerging RTS to date;

- Details of the scope and purpose of SEA and the assessment methodology deployed to assess the substantive component(s) proposed within the corresponding RTS document (Case for Change, STAG Appraisal or Draft RTS);

- A summary of the key objectives of other plans and programmes and socio-economic and environmental issues relevant to the emerging RTS and this SEA (to be developed from Section 3 and Appendices A and B of this SEA Scoping Report);

- The results of the SEA of proposed RTS components and identified reasonable alternatives; and,

- Proposals for the implementation and monitoring of the proposed RTS components.

5.2.4 Each iterative ER will contain a series of matrices to assess substantive components of the emerging RTS against the ZetTrans RTS SEA Framework (**Table 4.4** with any necessary modifications post consultation). All matrix-based detailed assessments of individual components of the emerging RTS will be contained within appendices to the SEA report, with key findings set out within the main body of the report. In accordance with the SEA Regulations, a separate Non-Technical Summary (NTS) document will be prepared to provide the information prescribed within Schedule 3 of the SEA Act and present the key findings of the SEA in non-technical language.

5.3   Proposed SEA Methodology

Overview

5.3.1   Based on the intended form of the emerging RTS, as detailed in **Section 2.3**, it is envisaged that the SEA Framework set out in **Table 4.4** will be used to assess all proposed substantive components as they emerge, together with any identified reasonable alternatives to these (as defined below). The SEA will therefore include assessments of the proposed vision, strategic objectives (and underlying identified TPOs), policies (strategic, modal and area specific), and transport interventions or schemes for inclusion within the emerging RTS.

SEA of Vision and Strategic Objectives

5.3.2   It is important that the vision and strategic objectives of the emerging RTS are aligned with the SEA Framework and reflect the identified key environmental issues, as all other RTS components will flow from them. These emerging components will therefore be assessed at the Initial Appraisal: Case for Change stage for their coverage of and compatibility with each SEA Objective within the SEA Framework, with the assessment updated at later stages to reflect any subsequent refinements to the RTS strategic framework.

5.3.3   Owing to the high-level nature of the RTS vision and strategic objectives (and underlying identified TPOs) it is not likely to be possible to identify the significance (in the context of the SEA Act) of predicted effects from their implementation. However, the assessment will seek to provide an indication of any likely significant environmental effects, with any uncertainties also noted. Should the proposed vision or strategic objectives be judged to be incompatible with the SEA Objectives, suitable mitigation measures in the form of revised wording will be recommended.

5.3.4   A compatibility matrix similar to **Table 5.1** and an accompanying commentary will be used to record the assessment of the proposed RTS vision and strategic objectives.

Table 5.1: Proposed Compatibility Matrix to Assess Vision and Strategic Objectives

SEA Objectives	RTS Vision	RTS Strategic Objective 1	RTS Strategic Objective 2	Etc.	Commentary
1. Climate Change: Respond to the climate emergency by decarbonising infrastructure assets, facilitating a low carbon economy and adapting to accommodate the effects of climate change.					
2. Air Quality and Amenity: To maintain air quality, reduce concentrations of harmful atmospheric pollutants and minimise exposure to noise and vibration.					
3. Biodiversity, Geodiversity and Soil Conserve, protect, restore and enhance biodiversity and geodiversity interests, including through safeguarding important sites, species, soil resources and habitats and by protecting green infrastructure.					
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.					
5. Cultural Heritage: Conserve, protect and enhance the historic environment, cultural assets and promote Shetland's distinct culture.					
6. *Etc*					
KEY	+ Compatible	- Incompatible	? Uncertain		
	0 Neutral Effect	~ No Clear Relationship			

SEA of Proposed RTS Policy Options and RTS Policies

5.3.5   All proposed broad policy options (strategic, modal and area specific) and detailed policies, together with any identified reasonable alternatives, will be assessed using the SEA Framework and reported within the Draft RTS ER. For reasons of proportionality this assessment will be undertaken using separate matrices for thematic groups of policy options/policies, with each matrix also assessing the likely effects of any relevant reasonable alternatives identified in relation to these. If a proposed policy option or policy includes multiple discrete transport proposals or interventions, these components will be assessed individually (see below) before contributing to the overall assessment of the relevant broad policy option or detailed policy.

5.3.6   The scoring system which will be used to assess proposed policy options and policies is detailed in **Table 5.2**.

Table 5.2: Proposed Scoring System to Establish Likely Effects

Score	Description	Symbol
Significant (Major) Positive Effect	The proposed policy contributes significantly to the achievement of the SEA Objective.	++
Minor Positive Effect	The proposed policy contributes to the achievement of the SEA Objective but not significantly.	+
Neutral Effect	The proposed policy is related to but does not have any effect on the achievement of the SEA Objective	0
Minor Negative Effect	The proposed policy detracts from the achievement of the SEA Objective but not significantly	-
Significant (Major) Negative Effect	The proposed policy detracts significantly from the achievement of the SEA Objective. Mitigation is therefore required.	--
Uncertain Effect	The proposed policy has an uncertain relationship to the SEA Objective or the relationship would be dependent on the way in which the aspect is managed.	?
No Clear Relationship	There is no clear relationship between the proposed policy and the achievement of the SEA Objective, or the relationship is negligible.	~

5.3.7   The findings of the assessment will be presented within the ERs to accompany the STAG Appraisal Report and the Draft RTS, using matrices similar to that shown in **Table 5.3**. In accordance with statutory requirements, each matrix will include a commentary to:

- Justify the assessment scoring for each assessed policy;

- Identify any likely significant environmental effects; and,

- Identify any mitigation or enhancement measures considered necessary to avoid significant adverse environmental effects or to enhance the performance of the proposed policies.

5.3.8   For brevity and formatting reasons it is not proposed to reproduce the Guide Questions associated with each SEA Objective within the final version of these matrices in each iterative ER. However, the Guide Questions will be used to undertake the SEA and the SEA Framework will be appended to each iteration of the ZetTrans RTS ER in full.

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Table 5.3: Proposed Assessment Matrix for Proposed RTS Policies

Policy Grouping: XX				
SEA Objective	**Policy 1: XX**	**Policy 2: XX**	**Policy 3: XX**	**Commentary**
1. Climate Change: Respond to the climate emergency by decarbonising infrastructure assets, facilitating a low carbon economy and adapting to accommodate the effects of climate change.	+	~	++	Assessment of Predicted Effects Mitigation and Enhancement Assumptions Uncertainties
2. Air Quality and Amenity: To maintain air quality, reduce concentrations of harmful atmospheric pollutants and minimise exposure to noise and vibration.	+	-	--	Assessment of Predicted Effects Mitigation and Enhancement Assumptions Uncertainties
3. Biodiversity, Geodiversity and Soil Conserve, protect, restore, and enhance biodiversity and geodiversity interests, including through safeguarding important sites, species, soil resources and habitats and by protecting green infrastructure.	+	?	++	Assessment of Predicted Effects Mitigation and Enhancement Assumptions Uncertainties
Etc.				

SEA of Proposed Proposals and Transport Interventions

5.3.9   As noted in **Section 4**, an integrated assessment process will be carried to satisfy SEA requirements and select transport proposals and interventions for inclusion in the emerging RTS. The assessment criteria used will relate to the indicators listed in the third column on **Table 4.4** and thus will correspond with each of the SEA Objectives within the SEA Framework. As noted above, any qualitative spatial analysis will be subject to refinement and will only be applied where practicable and appropriate in relation to the stage of the SEA process and the types of transport interventions being proposed. The ER prepared to accompany the Draft RTS will demonstrate that the STAG assessment criteria and process adopted to assess and select interventions for inclusion in the RTS satisfies statutory requirements and sufficiently relates to the ZetTrans RTS SEA Framework.

5.3.10   As detailed below, reasonable alternatives to proposed transport interventions will be identified and subject to equal assessment. Assessment matrices similar to **Table 5.3** above will be presented to proportionately assess all proposed and reasonable alternative transport interventions and schemes on a thematic basis. In accordance with statutory requirements, the ER to accompany the Draft RTS will also explain the reasons for the rejection of reasonable alternative transport interventions and schemes in favour of those included within the Draft RTS.

Approach to Identifying and Assessing Reasonable Alternatives

5.3.11   The SEA Act requires the likely significant effects of implementing both a plan or programme (i.e. the emerging RTS) and reasonable alternatives to it to be examined, as well as the rationale for identifying reasonable alternatives to be described. The SEA Act further states that to be considered as reasonable alternatives, options (e.g. alternative policy criteria or site allocations) 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 (specifically including the emerging NTS2);

- **Related** to the objectives of the emerging RTS; and,

- Within the **geographical scope** of the emerging RTS, i.e. any reasonable alternatives would need to relate to transport needs, provision or infrastructure within the ZetTrans region.

5.3.12   As reasonable alternatives must relate to the objectives of the plan under consideration, it is not likely to be possible to identify any clear reasonable alternatives to the RTS vision and objectives, as any alternatives would change the strategic direction of the strategy. However, the following types of reasonable alternatives will be identified where possible and subject to assessment in the same way as the corresponding proposed component of the emerging RTS:

- Alternative broad policy options and detailed policies (including constituent criteria) considered during the preparation of the emerging RTS (at Preliminary Options Appraisal and Draft RTS stages respectively) to implement the proposed ZetTrans RTS vision and objectives; and,

- Preliminary Options Appraisal stage a long-list of potential options will be analysed in accordance with STAG principles and the SEA Framework (**Table 4.4**). This means that any transport interventions subsequently considered for inclusion in the resulting Draft RTS will have been demonstrated to appropriately address identified transport problems, issues and opportunities. Other potential options which would not effectively address relevant problems, issues or opportunities would be rejected and not considered as reasonable alternatives.

5.3.13 SEA findings from analysis undertaken at the Preliminary Options Appraisal Stage and from formal assessment of Draft RTS components will be reported within the Draft RTS ER to provide a transparent audit trail of decision making regarding the identification, assessment and selection of reasonable alternative options for inclusion within the Draft RTS. In addition to providing equal assessment of proposed RTS components (policies, proposals and interventions) and identified reasonable alternatives, the Draft RTS ER will confirm the reason for rejection of any reasonable alternatives in favour of the proposed components.

Approach to Identifying Uncertainties, Assumptions and Mitigation

5.3.14 The identification of any assumptions and uncertainties is an important element of the SEA process, as the emerging RTS will need to be unambiguous to ensure the plan can be implemented as intended. The proposed SEA reporting matrices (**Tables 5.1** and **5.3** above) have been designed to allow uncertainties, inconsistencies and other issues which could undermine the implementation of the emerging RTS to be identified early and effectively within the RTS preparation process. The iterative nature of the SEA process will enable corresponding mitigation and enhancement recommendations to be devised and incorporated into the emerging RTS to address any identified issues, in particular to avoid likely significant adverse effects from occurring.

Assessment of Cumulative Effects

5.3.15 Following from the assessment of all individual substantive components within the Draft RTS, a further round of qualitative assessment will be conducted at that stage to identify any likely cumulative or synergistic effects as a result of interactions between proposed components (e.g. between proposed policies and/or between proposed interventions). A dedicated cumulative assessment section will be presented in the ER accompanying the Draft RTS to demonstrate compliance with cumulative assessment requirements within the 2005 Act in a proportionate manner.

5.4   Difficulties Encountered

5.4.1   No significant difficulties have been encountered in preparing this SEA Scoping Report.

6 Next Steps

6.1 Proposed Consultation Arrangements

6.1.1 The assessment framework and approach set out in **Sections 4** and **5** of this SEA Scoping Report, amended on the basis of consultation responses where appropriate, will be used to assess the likely environmental effects of the emerging RTS within a series of iterative ERs.

6.1.2 Iterative SEA Environmental Reports will be prepared to accompany each formal RTS consultation document (i.e. Initial Appraisal: Case for Change and Draft RTS), with each being consulted on in tandem for the following durations:

- Initial Appraisal: Case for Change Report – 6 weeks; and,
- Draft RTS – 12 weeks.

6.1.3 SEA findings from analysis undertaken in the Preliminary Options Appraisal will be included within the Draft RTS ER to provide a transparent audit trail of decision making regarding the identification, assessment and selection of reasonable alternative options for inclusion within the Draft RTS.

6.1.4 An online consultation hub will be used to facilitate consultation regarding both the emerging RTS and the SEA. However, representations and comments also can be made in writing to email and postal addresses which will be confirmed prior to the consultation period commencing for the Initial Appraisal: Case for Change Report.

6.1.5 The SEA consultation opportunities and associated periods set out above are considered to be appropriate and proportionate, taking account of the level of detail that will be included within each corresponding RTS consultation document.

6.2 Request for Comments from the SEA Consultation Authorities

6.2.1 In accordance with the 2005 Act, the SEA Consultation Authorities are invited to provide comments regarding the proposed scope of and approach to undertaking a SEA of the emerging RTS. Any comments should be provided within the prescribed statutory consultation period (i.e. within 5 weeks of receiving this report) and directed via email to:

Duncan Smart – Associate Planner, Stantec UK

Tel: 0141 343 3319

Email: *ZetTransRTS@stantec.com*

Appendix A   Baseline Review

A.1   Introduction

A.1.1   This appendix supports **Section 3** of the RTS SEA scoping report by providing a review of current environmental and socio-economic conditions within the area likely to be affected by the emerging RTS, in particular (but not exclusively) the ZetTrans regional administrative area. In doing so this review:

- Identifies relevant aspects and characteristics of the environment, including those likely to be significantly affected by the outcome of the new ZetTrans RTS. This includes the identification of sites designated at international or national levels for reasons of biodiversity conservation, geological importance, heritage or landscape value which have the potential to be affected by the emerging RTS;

- Identifies relevant socio-economic trends and baseline conditions, focusing on matters likely to be significantly affected by the outcome of the emerging RTS; and

- Outlines how the identified environmental and socio-economic characteristics and baseline conditions should be addressed within a refreshed RTS and considered within this SEA. The terms 'must' and 'should' are used to differentiate between statutory requirements to consider particular issues and non-statutory considerations, for example evidence from the baseline analysis which indicates a need to improve environmental quality.

A.1.2   This evidence is then used to:

- Outline the expected evolution of baseline environmental conditions in the absence of the emerging RTS; and

- Define a suite of key environmental issues which will need to be addressed within the emerging RTS and which should be considered throughout this SEA process.

A.1.3   The purpose of this baseline review is therefore to inform both proposals for the emerging RTS and the content of a SEA Framework which will then be used to assess all substantive components of the emerging RTS.

A.2   Overview of Designated Sites

A.2.1   Table A.1 below summarises identified sites at international, national or local level for reasons of biodiversity conservation, geological importance, heritage or landscape value which are considered to have the potential to be affected by the emerging RTS. The list has been summarised using Environmental Baseline information contained in Section 2 and Appendix II of the Shetland Islands Council Local Development Plan 2 SEA Scoping Report (July 2021). For proportionality and to avoid repetition the environmental baseline in the LDP2 SEA Scoping Report is deferred to with a summary and transport specific aspects referred to here. The context of these designated sites needs to be considered when characterising the environmental baseline position and identifying the relevance of existing issues and problems to the emerging RTS, as detailed in Section A.3.

Table A.1 Summary of Shetland Environmental Designations

Designation	Number of Sites	Total Area Covered in Hectares
Special Protection Areas	15	423,733
Special Areas of Conservation	12	15,345
Ramsar Wetlands of International Importance	1	5,470

Designation	Number of Sites	Total Area Covered in Hectares
Sites of Special Scientific Interest	78	19,931
National Scenic Area	1	41,833
National Nature Reserves	2	1,322
Marine Protected Areas (Nature Conservation and Demonstration and Research)	3	38,897
Marine Consultation Areas	4	540
Protected Seal Haul-out Sites	43	15,133
Local Nature Conservation Sites	49	1,264

A.2.2   The ZetTrans area hosts a number of international, national and local environmentally designated sites. The emerging RTS should provide an appropriate level of protection and enhancement opportunities for the designated sites and landscapes and must support the management of designated sites in pursuit of their defined conservation objectives.

A.3   Environmental and Socio-economic Baseline Conditions

A.3.1   Informed by Table A.1, the following section outlines the current environmental conditions (including with respect to population, health and infrastructure) within the area likely to be affected by the emerging RTS, namely the ZetTrans region. This review also identifies associated existing environmental problems and issues the emerging RTS should address, and which should be considered throughout this SEA process.

A.3.2   For the purpose of brevity, the qualitative baseline will be presented in distinct categories, each in accordance with the required SEA objectives as shown below.

- **Air and Climate**: Air and Climatic Factors;

- **Physical Environment**: Biodiversity, Flora and Fauna, Soil, Water, Cultural Heritage and Landscape; and

- **Socio-economics**: Population, Human Health and Material Assets

A.3.3   The key issues for the region as identified in the baseline are summarised in Section 3 of this scoping report.

Air and Climate

Air and Climatic Factors

A.3.4   There are no significant issues with respect to air quality in Shetland, with air quality generally performing well in relation to National Air Quality objectives and there are no Air Quality Management Areas in Shetland.

A.3.5   Most air pollution is associated with the main industrial areas of Gremista and Green Head Industrial Estates and the Sullom Voe Oil Terminal. There are also emissions associated with transport including air, sea, and road.

Physical Environment

Biodiversity, Geodiversity, Flora and Fauna

A.3.6   Table A.1 above identified the qualifying features of relevant European sites (SPAs, SPCs and Ramsar sites) and sites designated at the national level and benefiting from statutory protection within the ZetTrans region for specific reasons of ecological importance or biodiversity conservation.

Soil and Ground Conditions

A.3.7   Overall, the ZetTrans region comprises a mix of semi-rural and rural landscapes. The ZetTrans region is made up of a mixture of soils including; Humus-Iron Podzols, Magnesium Gleys, Peat, Peaty Gleys and Peaty Podzols.

A.3.8   Bedrock geology composition is varied across the Shetland Islands with a range of Metamorphic bedrock types from the Appin and Argyll Group (consisting of Graphitic Pelite, Calcareous Pelite, Calcsilicate rock, Psammite, Semipelite, Pelite and Metalimestone), Pre-Caledonian to Caledonian Group, Moine Subgroup (Gneissose Psammite and Sempelite), Lewisian Complex (Gneiss and Mafic), Southern Highland Group (Quartzite), Unst Phyllite Group, Queyfirth Group and Fault Zone Rocks (Mylonitic rock and Fault-breccia). In addition, several Igneous bedrock types such as Felsic Rock, Felsic Lava, Felsic Tuff and Ultramafitite, Finally, sedimentary bedrock types include Conglomerate, Sandstone, Siltstone and Mudstone.

A.3.9   In terms of agricultural land quality, the majority of the ZetTrans region has a mixture of land types, from land capable of producing a narrow range of crops (4), land capable of use as improved grassland (5) and land capable of use for rough grazing (6).

Water

A.3.10   Main waterbodies located within the ZetTrans region include Spiggie Loch, Tingwall Loch, Benston, Loch of Northhouse, Loch of Clousta, Sulma Water, Punds Water. A number of water bodies have been identified as pertaining ecological importance by SEPA such as: Burn of Hillwell (high ecological importance), Eela Water, Loch of Vaara, Loch of Girlsta, Laxo Burn/Gosswater Burn, Burn of Grunnafirth/Burn of Forse, Burn of Strand/Burn of Griesta, Burn of Dale, Burn of Luxdale/Burn of Voxter, Stromfirth Burn, South Burn of Burrafirth and Gibbie Law's Burn (good ecological importance).

Cultural Heritage

A.3.11   Shetland has a rich cultural history with 365 Scheduled Monuments and 490 Listed Buildings, 26 of which are category 'A' listed.

Landscape

A.3.12   Shetland is a predominantly rural region with a number of small towns, villages and rural settlements. Main settlements include the capital Lerwick, Sumburgh and Sandwick. The Shetland archipelago consists of over 100 islands, of which 15 are inhabited.

A.3.13   In addition, there are several National Scenic Areas designated across Shetland, including (from North to South): Herma Ness, North Roe, Esha Ness, Muchle Roe, West Burra, Foula and Fair Isle. Shetland was designated as a UNESCO Global Geopark in 2015 in light of its international geological significance. The Geoparkis managed by Shetland Amenity Trust.

Socio-economics

Population

A.3.14 Shetland has a total estimated population of 22,870[4] people (2020), a decrease of 0.8% from 23,060 in 2010. Within the same period, the population of people aged 0-15 and 16-64 decreased by 7.8% and 6.2% respectively. Further, the population of people aged 65+ increased by 28.5% which indicates an ageing population. Population projections forecast that the population of Shetland will continue to decrease by 0.7% to 22,709 over the next decade. In addition to an ageing population, the ZetTrans region is projected to see a decline in the young (0-15) and working age population of 9.2% and 0.3% between 2018 and 2028[5].

A.3.15 In terms of spatial distribution, the population of Shetland is dispersed across 15 islands, including the Shetland mainland. The largest settlements are Lerwick, Scalloway, and Brae, with Lerwick accounting for a considerable proportion of Shetland's overall population (approximately 30% in 2016)[6] .

A.3.16 In terms of deprivation, the Scottish Index of Multiple Deprivation (SIMD) is a relative measure of deprivation across small areas in Scotland. It looks at multiple deprivation based on employment, education, health, access to services, crime and housing in addition to income. Overall, deprivation in Shetland as measured by the SIMD 2020 is generally low, with no data zones in Shetland falling within the 20% most deprived in Scotland and only one area of relatively high deprivation within north Lerwick.

A.3.17 While deprivation is relatively low, the cost of living in Shetland can be high. Research conducted by Highlands and Islands Enterprise (HIE) in 2016, found that the minimum living cost for a single person living in a remote island settlement was 35% higher than those living in an urban area on the mainland, with transport and delivery costs accounting for a considerable proportion of this additional expense. In the Shetland context, this higher cost of living gives rise to income inequality both between the Shetland Islands and the mainland and within the islands themselves. An assessment of equalities and deprivation across the ZetTrans region will be provided in the Equalities Impact Assessment (EqIA), to be developed in conjunction with the emerging RTS.

A.3.18 In terms of employment, the five sectors which account for most employment in the Shetland Islands region, in descending order, are: Schools, Construction, Retail, Social Work and Public Administration. Further, the five sectors which account for most output within the region are: Aquaculture, Fish Processing, Public Administration, Retail and Construction. On average household expenditure in Shetland in 2017 was £34,374 per annum with £22,030 of this spend within the Shetland region.

A.3.19 Tourism is also an important and growing industry in Shetland. The total value of tourism in 2017 was £23.2 million, a real terms increase from £15.2 million in 2011[7].

Human Health

A.3.20 The ZetTrans region is served by the NHS Shetland Health Board. Hospital provision within the Health Board is comprised of Gilbert Bain Hospital in Lerwick and Lerwick Health Centre. It is important to note that Aberdeen Royal Infirmary although not within the Shetland Health Board area is a key element of Shetland's healthcare provision and provides critical health services such as emergency care and treatment for long-term conditions. As such, air

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[4] NOMIS Population Estimates – local authority based by single year of age 2010 and 2020.

[5] National Records of Scotland, Population Projections for Scottish Areas (2018 Based)

[6] National Records of Scotland, Mid-Year Population Estimates by Settlement 2016

[7] Fraser of Allander institute (2021). Shetland Economic Accounts 2017

connectivity with Aberdeen Royal Infirmary is a critical component of Shetland's transport infrastructure.

A.3.21 Life expectancy in the NHS Shetland Health Board for a female at birth is 83.2[8] and male life expectancy is 80.2 according to data from the Scottish Public Health Observatory (2017-2019).

A.3.22 Further analysis of health impacts will be provided within the EqIA and emerging RTS.

Material Assets

A.3.23 Inter-island connectivity is paramount to the economic and social integrity of the ZetTrans region, with a comprehensive inter-island ferry service connecting nine islands (Bressay, Fair Isle, Papa Stour, Foula, Whalsay, Skerries, Unst, Yell and Fetlar) to Shetland mainland and an inter-island air service providing connections between Shetland mainland and Foula and Fair Isle.

A.3.24 The ferry service is operated by SIC and consists of 12 ferries which run from 15 terminals across the archipelago, providing a vital link for approximately 3,500 people[9]. Further, ferry services are operated between Shetland and Orkney (Lerwick-Kirkwall operated by Secro NorthLink Ferries) and mainland Scotland (Lerwick-Aberdeen operated by Serco NorthLink Ferries).

A.3.25 The inter-island air service is provided by Airtask Group. Tingwall Airport located 5 miles north west of Lerwick is the operating base for the service with flights between Tingwall and the airstrips on Fair Isle and Foula. There are flights to the isles each weekday, weather permitting, and Saturday flights during the summer months. One flight to Fair Isle each Saturday departs from Sumburgh Airport.

A.3.26 Key transport routes and infrastructure within the ZetTrans region include the A970, A971 and A968. These main routes adjoin B-routes and other minor roads, providing key connections across the ZetTrans region. Data from the 2011 Census suggests that a significant proportion of the region's working population drive to their place of work (71.4%), compared with nationally (61.8%), with a significantly lower proportion of the population traveling to work by bus (3.4%) compared to nationally (10%) which may be due to the relatively dispersed nature of the population in Shetland[10]. The road network provides key links to the region's ports and airports, most notably Lerwick Harbour, Scalloway Harbour, Sullom Voe Terminal, Tingwall Airport, Sumburgh Airport,Fair Isle Airstrip and Foula Airstrip.

A.3.27 In addition, the ZetTrans region is served by multiple bus services connecting semi-rural and rural settlements. All services are specified and fully financed by ZetTrans and are operated by a number of different bus companies.

A.4   Evolution of Baseline Conditions in the Absence of the Emerging RTS

A.4.1   In accordance with the 2005 Act, each iterative version of the ER for the emerging RTS will outline the likely evolution of the environmental baseline scenario in the absence of the emerging RTS (in relation to the substantive component(s) being consulted upon in tandem with the ER).

A.4.2   At this initial stage, based on the high-level baseline information, in the absence of the emerging RTS, in overall terms, transport infrastructure and provision may struggle to meet changing

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[8] Scottish Public Health Observatory. Life Expectancy 2017-2019.

[9] Shetland by Ferry | ZetTrans

[10] NRS, Table QS701SC - Method of travel to work. All people aged 16 to 74 in employment the week before the census (excluding full-time students), Census 2011 included in Strategic Transport Projects Review (2021)

transport demands and the current RTS is unlikely to fully support inclusive and sustainable economic growth. Furthermore, in the absence of the emerging RTS, after the expiration of the current RTS in 2028, ZetTrans would be in breach of the requirements under the Transport (Scotland) Act 2005 to prepare and maintain a RTS for the Shetland area, and when doing so to have regard to the current NTS. This would result in a policy vacuum and would prevent ZetTrans from having an up-to-date strategy aligned with current national policies, and especially as NTS2 will directly inform the development of the STPR2, National Planning Framework 4, and funding decisions by the Scottish Government.

A.4.3   In relation to the environmental topics prescribed and Schedule 2 of the 2005 Act, it should firstly be noted that environmental impacts from individual transport infrastructure projects would depend on their locational, design and operational characteristics, as would be assessed through the consenting of each project rather than through the emerging RTS. However, in the absence of the emerging RTS:

- Population: If not carefully co-ordinated, there will be limited ability to shape the transport system to meet the needs of islanders, support population retention and underpin sustainable and inclusive economic growth. In addition, this could impede the delivery of inclusive growth and stifle economic productivity, as well as resulting in physical environmental and health impacts (see below).

- Health: Opportunities to encourage transport modal shift to active travel and public transport could be lost. Additionally, if significant switch to active modes of transport is not achieved, physical and mental health issues including obesity, inactivity and social exclusion may adversely affect the resident population of the ZetTrans region. Health may therefore deteriorate which could result in life expectancy stagnating or even reducing.

- Biodiversity, Flora and Fauna: If not carefully co-ordinated through the emerging RTS, the need for new major transport infrastructure to cope with issues unique to island communities such as inter-island connectivity could put pressure on biodiversity and geodiversity, including the loss and fragmentation of habitats. Unchecked increases in traffic and noise could also result in habitat degradation and species disturbance.

- Soil: If not carefully co-ordinated, the need for new major transport infrastructure to cope with issues unique to island communities could lead to the loss of important soil resources and peatland, soil erosion and land contamination.

- Water: If not carefully co-ordinated, the need for new major transport infrastructure to cope with issues unique to island communities could result in increased risk of flooding and the pollution of the water environment. The provision of new and upgraded ferry infrastructure also need to be co-ordinated to avoid unacceptable marine environmental impacts, including on the integrity, qualifying features and conservation objectives of statutorily designated sites.

- Air Quality and Climatic Factors: In the absence of better integration between transport planning and land use/ spatial planning, and substantial modal shifts towards sustainable modes of travel, an increase in road traffic associated with a decline in public transport use would increase fossil fuel combustion, carbon emissions and local atmospheric pollution, in particular greater release of particulate matter. This would lead to reduced air quality and act against wider policy efforts to decarbonise key economic sectors, including transport, to mitigate climate change.

- Material Assets: The absence of the emerging RTS could result in the failure of ZetTrans and the Shetland local authority to attract substantial public and private sector funding needed to maintain existing transport infrastructure, better integrate transport modes and to deliver the new or upgraded infrastructure required to meet the needs of an island population. This would jeopardise the ability of ZetTrans, as the statutory RTP for the Shetland area, to support the delivery of sustainable and inclusive economic growth.

- Cultural Heritage: If not carefully co-ordinated, the need for new major transport infrastructure to cope with issues unique to island communities could increase development pressures in areas of historical or archaeological interest and could undermine the integrity and setting of sensitive heritage assets.

- Landscape: If not carefully co-ordinated, the need for new major transport infrastructure to cope with issues unique to island communities could adversely impact on the landscape character of and key landscape features, as well as adversely affecting visual amenity.

Appendix B   Review of Plans and Programmes

B.1   Introduction

B.1.1   This Appendix supports **Section 3** of the SEA Scoping Report by setting out a review of relevant qualifying plans and programmes (including legislation and strategies) of relevance to the emerging RTS. The main purpose of this review is to identify relevant environmental protection objectives and policy requirements within the identified policy documents which should be taken into account of within or otherwise inform the emerging RTS and this associated SEA.

B.2   Review of Relevant Plans and Programmes

B.2.1   This section sets out a proportionate review of plans and review of other plans and programmes of relevance to the emerging RTS and the associated SEA. This review will be updated as required throughout the preparation of the emerging RTS to take account of policy developments and will be appended to each iteration of the Environment Report (ER) which will accompany each substantive RTS consultation document. Table B.1 below is arranged by International, National and Local Policy levels and applies the same topic groupings as used in **Appendix A**: Air & Climate, Physical Environmental and Socioeconomics and Interrelated Effects[11].

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[11] Note that Interrelated Effects refers to policies with wide relevance to all objectives where relevant.

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Table B.1 Policy documents of relevance at Scoping Stage

SEA Topic	Relevant Plans, Programmes and Strategies
International[12]	
Air and Climate: Air & Climatic Factors	World Health Organization (1999) Guidelines for Community Noise, WHO Air Quality Guidelines, United Nations (1979) Geneva Convention on Long Range Transboundary Air Pollution, The United Nations Framework Convention on Climate Change (UNFCCC) (1992), Kyoto Protocol to the UN Convention on Climate Change (2005), United Nations (2009) The Copenhagen Accord, United Nations (2010) Cancun Adaptation Framework, United Nations (2016) Paris Agreement. European / EU legislation and plans now of indirect relevance include: Ambient Air Quality Directive 2008/50/EC and Air Quality Framework Fourth Daughter Directive 2004/107/EC, Environmental Noise Directive 2002/49/EC, Renewable Energy Directive 2009/28/EC
Physical Environment: Biodiversity, Flora & Fauna, Soil, Water, Cultural Heritage & Landscape	The Ramsar Convention on Wetlands (1971), EU Convention on the Agreement on the Conservation of African – Eurasian Migratory Waterbirds (2006) (The Bonn Convention), United Nations (1992) The Rio Convention on Biodiversity, Strategic Plan for Biodiversity 2011 - 2020 + Aichi Biodiversity targets, UNESCO (1972) Convention Concerning the Protection of the World Cultural and Natural Heritage. European / EU legislation and plans now of indirect relevance include: Convention on the Conservation of European Wildlife and Natural Habitats - The Bern Convention (1981), Birds Directive 2009/147/EC/, Habitats Directive 92/43/EEC as amended by 97/62/EC, Convention for the Protection of the Architectural Heritage of Europe (Granada Convention), European Landscape Convention (The Florence Convention).
Socio-economics: Population, Human Health & Material Assets	United Nations (2016) Habitat III (Quinto), United Nations Economic Commission for Europe (1998) Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (The Aarhus Convention), World Health Organisation (2004) Children's Environment and Health Action Plan for Europe, Transforming our World: The 2030 Agenda for Sustainable Development (2015)
Interrelated Effects	Johannesburg Declaration on Sustainable Development, Communication COM (2005) 666: Taking Sustainable use of resources forward European / EU legislation and plans now of indirect relevance include: Strategic Environmental Assessment (SEA) Directive 2001/42/EC European Spatial Development Perspective (ESDP) (97/150/EC), Environmental Impact Assessment Directive 2014/52/EU amending Directive 2011/92/EU
National (UK) - legislative and policy frameworks informed by relevant higher-level frameworks	

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[12] Some European Union (EU) legislation remains of indirect relevance.

SEA Topic	Relevant Plans, Programmes and Strategies
Air and Climate: Air & Climatic Factors	The Environment Act 1995, The Air Quality Standards Regulations (2010) as amended, Air Quality Strategy for England, Scotland, Wales and Northern Ireland, UK's Air Quality Action Plan (Defra, revised January 2016), Defra (2011) Air Quality Plans for the Achievement of EU Air Quality Limit Values for Nitrogen Dioxide (NO2) in the UK: List of UK and National Measures, Climate Change Act 2008, DECC (2011) UK Renewable Energy Roadmap, DECC (2014) UK National Energy Efficiency Action Plan, HM Government (2017) UK Climate Change Risk Assessment 2017
Physical Environment: Biodiversity, Flora & Fauna, Soil, Water, Cultural Heritage & Landscape	Wildlife and Countryside Act 1981, Environmental Protection Act 1990, The Protection of Badgers Act 1992, Conservation of Habitats & Species Regulations 2010 (as amended), UK National Ecosystem Assessment (2011) UK National Ecosystem Assessment: Understanding Nature's Value to Society, The Conservation of Habitats and Species Regulations 2010 as amended, JNCC (2012 The UK Post 2010 Biodiversity Framework, Natural Environment and Rural Communities Act 2006, HM Government (2018) 25 Year Environment Plan, Environmental Protection Act 1990 Part SEA, Good Environmental Status, DECC (2010) Department for Transport (2011) National Policy Statement for Ports, The Marine and Coastal Access Act (2009), Department for Environment, Food & Rural Affairs (2011) UK Marine Policy Statement, The Ancient Monuments and Archaeological Areas Act (1979) National Parks and Access to the Countryside Act (1949), Forestry Act (1967)
Socio-economics: Population, Human Health & Material Assets	The Enterprise and Regulatory Reform Act (2013), Equality Act (2010), Health Effects of Climate Change in the UK 2008 - An update of the Department of Health Report 2001/2002, Health Protection Agency (2009) Health Strategy for the United Kingdom 2, Health and Safety Executive (2009) The Health and Safety of Great Britain: Be Part of the Solution, Sustainable Development Commission (2010) Sustainable Development: The Key to Tackling Health Inequalities, HM Treasury (2014) National Infrastructure Plan, HM Government (2009) The UK Renewable Energy Strategy.
Interrelated Effects	HM Government (2005) The UK Sustainable Development Strategy, Defra (2011) Mainstreaming Sustainable Development, Department for Transport (2008) Delivering a Sustainable Transport System, HM Government (2005) One Future – Different Paths. Shared Framework for Sustainable Development.
National (Scotland) - legislative and policy frameworks informed by relevant higher-level frameworks	
Air and Climate: Air & Climatic Factors	Air Quality (Scotland) Regulations (amended) 2016, Cleaner Air for Scotland - the road to a healthier future, The Environment Act 1995 & Part IV of the Environment Act 1995 Local Air Quality Management Policy Guidance, The Environmental Noise (Scotland) Regulations 2006, Transportation Noise Action Plan, Planning Advice Note 1/2011: Planning and Noise, Climate Change (Scotland) Act 2009 and Orders + New Climate Change Bill, The Scottish Government's Climate Change Plan, Third Report on Proposals and Policies 2018-2032, Switched On Scotland: A Roadmap to Widespread Adoption of Plug-in Vehicles 2013, 'Climate Ready Scotland'- Scotland's Climate Change Adaptation Programme, Transportation Noise Action Plan (2019-2023) Update to the Climate Change Plan 2018-2032, Scottish Government.
Physical Environment: Biodiversity, Flora & Fauna, Soil, Water, Cultural Heritage & Landscape	Nature Conservation (Scotland) Act 2004, Wildlife and Natural Environment (Scotland) Act 2011, Scottish Government: Scottish Forestry Strategy 2006 and Implementation Plan 2015 – 2018, It's in your Hands: Scotland's Biodiversity Strategy (2005), 2020 Challenge for Scotland's Biodiversity (2013), Scotland's Biodiversity, a Route Map to 2020 (6 Big Steps for Nature), Scotland's Biodiversity List, Scottish Biodiversity Strategy indicators, Scottish Government and its Key Agencies:

SEA Topic	Relevant Plans, Programmes and Strategies
	The Scottish Soil Framework (2009), State of Scotland's Soils Report 2011, National Soil Map of Scotland, Soil Monitoring Action Plan & Implementation Plan, Contaminated Land (Scotland) Regulations 2000 as amended, Scottish Government's Statutory Guidance: Edition 2 (2006), Getting the best from our land: A Land Use Strategy for Scotland 2016 – 2021, Water Environment and Water Services (Scotland) Act 2003, Water Environment (Controlled Activities) (Scotland) Regulations 2011 as amended (CAR), Groundwater Protection Policy for Scotland: Environmental Policy (SEPA, 2009), River Basin Management Plan for the Scotland River Basin 2015 – 2027, Flood Risk Management (Scotland) Act 2009, Scottish Canals Asset Management Strategy 2019-30, Marine (Scotland) Act 2010, The Historic Environment Scotland Policy Statement 2016, Our Place in Time - The Historic Environment Strategy for Scotland 2014, Historic Environment Circular 1, The Town and Country Planning (Historic Environment Scotland) Amendment Regulations 2015 , The Historic Environment (Scotland) Act 2014, Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, Ancient Monuments and Archaeological Areas Act 1979 (as amended, 2014), Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (as amended, 2014), PAN71 Conservation Area Management 2004, Scotland's Scenic Heritage, SNH Landscape Policy Framework, Planning etc. (Scotland) Act 2006, Creating Places: The Scottish Government's policy statement on architecture and place, National Parks (Scotland) Act 2000, Scotland's Landscape Charter.
Socio-economics: Population, Human Health & Material Assets	General Registers of Scotland: National Population Projections (2018), Equality Act 2010 (as amended specific to Scotland), Scottish Government: Fairer Scotland Action Plan, Going Further: Scotland's Accessible Travel Framework, National Bus Travel Concession Scheme for Older and Disabled Persons (2006 and amended), Scotland's Economic Strategy (2015), Town Centre Action Plan, Scottish Government: Let's Get Scotland Walking - A National Walking Strategy 2014, Cycling Action Plan for Scotland, A Healthier Scotland - Actions and Ambitions on Diet, Activity and Healthy Weight 2017, Mental Health Strategy 2017 – 2027, Good Mental Health for All, Scottish Government: Go Safe on Scotland's Roads It's Everyone's Responsibility: Scotland's Road Safety Framework to 2020, Audit Scotland (2011) Transport for Health and Social Care, Scottish Government: Short Life Working Group (2013) Healthcare Transport Recommendations, A connected Scotland - Tackling social isolation and loneliness and building stronger social connections, Going Further: Scotland's Accessible Travel Framework, Scottish Government: Good Places, Better Health. A New Approach to the Environment and Health in Scotland: Implementation Plan (2008), Creating Places (2013), Place Standard Tool (2016), Scottish Planning Policy (2014), National Planning Framework 3 (2014), Scottish Government: Equally Well (2008), First Equally Well Review (2010), Second Equally Well Review (2014), Equally Well Implementation Plan and Outcomes Frameworks (2008), Transport (Scotland) Act 2005, Scotland's Energy Strategy 2017, Switched On Scotland Roadmap 2013, Switched On Scotland Phase Two: An Action Plan for Growth, Infrastructure Investment Plan (2015), Scotland's NTS2 (2020), Strategic Transport Projects Review 2 Phase 1 Report (2021), Scottish Planning Policy (2014), National Planning Framework 3 (NPF3) (2014), NPF4 (emerging).
Interrelated Effects	National Transport Strategy 2 (NTS2) (2020), NTS2 1st Annual Delivery Plan (2020), Strategic Transport Projects Review 2 (STPR2) (emerging), National Planning Framework 4 (NPF4) (emerging), Scottish Planning Policy (2014), NPF3 (2014), Place Principle (2019) Designing Streets (2010), Infrastructure Commission for Scotland Report, Scotland's Economic Strategy 2015, Infrastructure Investment Plan (2015), Cycling Action Plan for Scotland, National Walking Strategy, Delivering the Goods - Scotland's Rail Freight Strategy (2016), Rail Enhancements & Capital Investment Strategy, Scottish Ferries Plan, National Roads Development Guide, Climate Ready Scotland Adaptation Programme (2019), Land Use –

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SEA Topic	Relevant Plans, Programmes and Strategies
	Getting the best from our land (2021-2026), The Scottish Governments Programme for Government (2020-2021), The Scottish Government's Infrastructure Investment Plan 2021-22 to 2025-26 (2021)
ZetTrans Region - policy frameworks informed by relevant higher-level frameworks	
Air and Climate: Air & Climatic Factors	Shetland Islands Council Carbon Management Strategy Carbon Management Plan 2015-2020; Shetland's Climate Change Strategy (currently being developed)
Physical Environment: Biodiversity, Flora & Fauna, Soil, Water, Cultural Heritage & Landscape	Living Shetland. Shetland Local Biodiversity Action Plan (Shetland Biodiversity Partnership) 2004, Shetland Islands Marine Spatial Plan (2015), Shetland: Local Flood Risk Management Plan (2016)
Socioeconomics: Population, Human Health & Material Assets	Economic Development Strategy 2018-2022 (SIC) 2018, Shetland Active Travel Strategy (ZetTrans 2020-2025), Shetland Outdoor Access Strategy 2019 (SIC), Shetland Core Paths Plan 2009 (SIC), Housing Needs & Demand Assessment (Shetland), Shetland Islands Council Economic Development Strategy 2018 -2022, Shetland's Islands with Small Populations Locality Plan (2020), 10-year plan to attract people to live, work, study and invest in Shetland (currently being revised), Shetland's Tourism Strategy (2018-2023), On Da Level: Achieving a Fairer Shetland - Report and Recommendations from Shetland's Commission on Tackling Inequalities (2016); Shetland Our Place: Place Standard Final Report (2017), Shetland Transport Strategy Refresh 2018 – 2028 (ZetTrans) 2018, Shetland's Partnership Plan (2018) and associated Delivery Plan (2019-2022), Shetland's Islands with Small Populations Locality Plan (2020), Shetland's Tourism Strategy and Action Plan (2018-23), On Da Level: Achieving a Fairer Shetland - Report and Recommendations from Shetland's Commission on Tackling Inequalities (2016), Active Shetland Strategy 2018-2023
Interrelated Effects	Shetland Local Development Plan 2014, Shetland Islands Council Corporate Plan 2021-2026, Shetland Partnership Delivery Plan 2019-22, ZetTrans Active Travel Strategy (2020), National Plan for Scotland's Islands (2019).

B.3   Key Policy Considerations

B.3.1   As set out in Table B.1, an extensive policy review of relevant plans, programmes and strategies which need to be taken into account in the development of the emerging RTS and this associated SEA has been carried out.

International

B.3.2   Mitigating and adapting to climate change is a critical policy consideration at an international level with multiple agreements in place to address the climate emergency. The UNFCCC is the forum for international action on climate change with the aim of stabilising GHG concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system. The UNFCCC focuses on mitigating (reducing) GHG emissions, adapting to climate change, reporting of national emissions, and financing of climate action in developing countries. Agreed at COP 21, the Paris Agreement commits signatories to reducing global greenhouse gas emissions with the long-term goal of withholding a temperature increase by no more than 2%. Future commitments in terms of reducing global greenhouse gas emissions may also arise from the forthcoming COP 26 gathering in Glasgow. In addition, the Cancun Adaptation Framework recognises that adaptation is required to be given the same priority as mitigation including reducing vulnerability and increasing resilience. Any major transport infrastructure development set out in the emerging RTS should contribute to meeting the requirements and targets set out in international climate change policies and agreements.

B.3.3   As the United Kingdom formally left the European Union (EU) in 2020, European legislation and associated policies are no longer of direct relevance to domestic policies or strategies such as the RTS. However, EU legislation has historically developed policy frameworks to address environmental issues which have subsequently been implemented at UK and Scotland levels, and prior to leaving the EU, existing EU legislation was transposed and incorporated into UK and Scottish legislation. This means some EU legislation remains of indirect relevance to the emerging RTS in terms of having established frameworks and requirements which the RTS will still need to implement in accordance with UK and Scottish legislation.

National

B.3.4   The Scottish Government's update to the Climate Change Plan 2018-2032 (2020) sets out a commitment to reduce greenhouse gas emissions to 75% of 1990 levels by 2030, 90% by 2040 and net-zero by 2045. The Plan recognises the key role that the decarbonisation of transport will play in reducing Scotland's emissions.

B.3.5   The upgrade to the Climate Change Plan follows on from the publication of Climate Ready Scotland Adaptation Programme in 2019 which sets out the current state of the climate in Scotland including average rainfall increases, temperature rises and changes in mean sea level around the UK. The Programme sets out low and high emission scenarios, predicts a high emissions prediction of a summer temperature increase of 2.6°C and a winter temperature increase of 2.2 °C by 2070 with associated changes in rainfall in the summer (14% drier) and in winter (18% wetter). The transition to a low-carbon transport system will be critical to mitigating and adapting to the impacts of climate change in Scotland. This is backed up by several national policy documents, including NTS2.

B.3.6   The National Transport Strategy 2 (2020) sets out the transport strategy for Scotland over the next 20 years, seeking to deliver a transport system which is sustainable, inclusive, safe and accessible across Scotland. NTS2 provides a strategic framework comprising four key priorities and associated enablers to ensure that NTS2:

- ▪ **"Reduces inequalities:** providing fair access to services that are accessible and affordable for all;

■ **Takes Climate action:** to help deliver the net-zero emissions target, adapting to the effects of climate change and promoting greener, cleaner choices;

■ **Helps to deliver inclusive economic growth**; which is efficient, reliable, high quality and innovative; and,

■ **Improves our health and wellbeing:** delivering a safer and secure Scotland, with a wide variety of travel choices for communities".

B.3.7   NTS2 also sets out proposals (as stated in the Scottish Government's Climate Change Plan) to reduce reliance on private transport to help to address the ongoing climate emergency, including a reduction in car kilometres by 20% in 2030, an ambition to phase out new petrol and diesel cars by 2032, decarbonise Scotland's passenger railways by 2035 and decarbonise scheduled internal Scottish flights by 2040. The delivery of inclusive economic growth is also a key pillar of NTS2, seeking to increase the resilience of Scotland's transport system and foster greater integration of transport and wider infrastructure policies and investments. It aims to increase Scotland's competitiveness and help Scotland to become an innovative leader in beneficial transport innovations.

B.3.8   STPR2 is a Scotland-wide review of the strategic transport network across all transport modes which aims to help deliver the visions, priorities, and outcomes for transport set out within NTS2. STPR2 will report in two phases. Phase 1 made recommendations on transport interventions for investment in the short term and was published in February 2021. Phase 2 will make further recommendations and is expected to be reported in Autumn 2021.

B.3.9   The National Islands Plan from the Scottish Government was published in December 2019 and provides a framework for action in order to meaningfully improve outcomes for island communities. The Plan includes 13 Strategic Objectives all designed to improve the quality of life for island communities. The National Islands Plan was prepared in response toThe Islands (Scotland) Act which was passed in the Scottish Parliament in 2018 and sets out the purpose of the National Islands Plan. The objectives and strategies within the Plan to improve outcomes for island communities are underpinned by four key values: fairness, integration, environmental protection and inclusiveness. The 13 Objectives within the National Islands Plan are all relevant to the emerging ZetTrans RTS however the following are deemed most significant:

■ Strategic Objective 1 Population Levels – To address population decline and ensure a healthy, balanced population profile;

■ Strategic Objective 2 Sustainable Economic Development – To improve and promote sustainable economic development;

■ Strategic Objective 3 Transport – To improve transport services; and.

■ Strategic Objective 9 Climate Change and Energy – To contribute to climate change mitigation and promote clean, affordable and secure energy.

B.3.10 Scotland's third Land Use Strategy was published in March 2021, and sets out the Governments vision for achieving sustainable land use in Scotland. The Strategy sets out a set of key considerations for climate change adaptation and mitigation, understanding the need for nature based solutions for island communities. The Strategy also recognises that the islands need thriving business environments that allow for a wide range of economic opportunities.

B.3.11 The Scottish Governments Programme for Government (2020-2021) is guided by the National Performance Framework. This edition focuses on protecting and renewing Scotland, addressing the ongoing impact of Covid-19 on health, the economy and society and in supporting the transition to net-zero emissions. Two key interrelated policy issues that the ZetTrans RTS must respond to are encapsulated by this target: delivering sustainable economic growth through climate change adaptation, and enhanced infrastructure investment.

B.3.12 The Scottish Government's Infrastructure Investment Plan 2021-22 to 2025-26 (2021) sets out priorities for public investment through a long-term strategy. With progress updated annually, it sets out why the Scottish Government invests, how it invests and what it intends to invest up to 2040 by sector. This Infrastructure Investment Plan focuses on the importance of infrastructure investment to aid in the recovery from the economic, health and social harm from Covid-19 and also to address the adjustments required following the UKs exit from the EU in December 2020.

B.3.13 Scotland's Economic Strategy (2015) sets out the long-term vision for Scotland's economic prosperity with £11bn worth of planned investment in Scotland's infrastructure. The Economic Strategy sets four priorities for delivering sustainable economic growth in Scotland; investment, innovation, internalisation and inclusive growth. The Scottish Governments Programme for Government 2020-2021 identifies the importance of transport in Scotland's Covid-19 recovery, identifying a suite of investment plans for transport improvements across Scotland such as £500m for bus priority infrastructure over the next 5 years, a £17m low carbon transport loan scheme and £100m for active travel infrastructure in 2020/2021. These improvements will help aid the Covid-19 recovery but also contribute to the movement towards the decarbonisation of Scotland's transport infrastructure.

B.3.14 The National Planning Framework 3 (2014) designates a suite of National Developments which benefit from Scottish Government support in policy terms and sets out a national spatial strategy to deliver sustainable economic growth. This includes planned investment in key economic sectors and infrastructure, identifying improved digital and transport connectivity as one of the four key planning outcomes for the plan. Within NPF3 Lerwick is noted as an important transport hub, with the harbour providing inter-island ferry connections and links to Aberdeen, Orkney and further afield, and it is benefiting from continuing growth in the cruise market.

B.3.15 The Scottish Government's Infrastructure Investment Plan (2015) sets out the Scottish Government's infrastructure investment priorities and plans up to 2040 including EGIP, strategic roads projects, high speed rail, Glasgow subway modernisation, low emission vehicle infrastructure, active travel infrastructure and accessibility improvements to infrastructure.

B.3.16 The emerging RTS will also need to be aligned with emerging policy documents, including the Islands Connectivity Plan which will replace the Ferries Plan. This document will link with the emerging STPR2 and provide a long-term programme of investment in vessels and ports in Scotland. At the current time, our understanding is that the Plan will not include inter-island transport and will instead focus only on links between Shetland and the Scottish mainland.

B.3.17 The emerging RTS must take account of all priorities identified in this policy review, including NTS2, Scotland's Economic Strategy, NPF3 and the Infrastructure Investment Plan especially with regard to transport climate change and inclusive growth. The emerging RTS also needs to be aligned with emerging policy priorities including the recommendations of STPR2, expected Islands Connectivity Plan and the emerging NPF4.

B.3.18 The Shetland Islands Council Local Development Plan (2014) sets out the strategic and detailed planning policy framework for development within the local planning authority area. The LDP's policies for transport support integrated transport to support sustainable economic growth, access to jobs and training, social inclusion and wellbeing and healthy communities. Furthermore, policies support inter-island Links such as air services, ferry services and associated infrastructure.

B.3.19 LDP2 will provide the vision for how communities will grow and develop in the future. It will provide certainty for communities and investors alike about where development should and should not take place and the infrastructure required to support growth. LDP2 will be prepared in the context of planning reforms arising from the Planning (Scotland) Act 2019, including preparation of NPF4 which once finalised will also form part of the statutory Development Plan. Shetland's Local Housing Strategy is also in the process of being updated. This document will provide a comprehensive housing strategy for Shetland covering both social and private housing. The implementation of the emerging RTS will need to take account of the spatial

strategy and transport requirements contained within LDP2 and the Local Housing Strategy once adopted.

B.3.20 Living Shetland, the Shetland Local Biodiversity Action Plan (2004), aims to translate national targets for habitats and species into effective action at the local level; promote biodiversity conservation and enhancement; and identify biodiversity resources and priorities in the local area. In addition, the Shetland Outdoor Access Strategy (2019) sets out a vision for outdoor access and the Shetland Core Paths Plan (2009) outlines a framework of paths that can be used by residents and visitors throughout the local authority.

B.3.21 In terms of economic development, the Economic Development Strategy 2018-2022 (2018) outlines issues faced by the local authority's economy and sets out the conditions for growth to support businesses, residents and communities. The strategy notes the importance of strong external and internal transport links and well-developed ports and harbour facilities to the local economy.

B.3.22 The Shetland Islands Marine Spatial Plan (2015) provides an overarching policy framework to guide marine development and activity. It notes the importance of marine transport, ports and harbours to the local and regional economy and employment, with specific policy provisions for future ferry links and harbour development. Ports and harbours support a number of key island industries such as oil and gas and fishing and will continue to play a prominent role in emerging industries including the renewable energy sector. In addition to supporting commercial activity, marine transport also plays a significant role in passenger travel and providing key services to remote island communities.

B.3.23 In June 2018, ZetTrans published the Shetland Transport Strategy Refresh 2018-2028, an update to the Shetland Transport Strategy 2008. The strategy promotes the maintenance, enhancement and improvement of transport infrastructure and services throughout the area. A number of strategic objectives are set out which include:

- enabling access to economic opportunities such as employment, training, businesses and labour markets;
- supporting communities to thrive socially, physically and economically; and
- enhancing the natural environment by promoting healthy, sustainable and low-carbon travel choices.

B.3.24 In addition, ZetTrans published an Active Travel Strategy in 2021which aims to meet the following outcomes:

- Reduce the effects of climate change and other negative environmental impacts by developing a low carbon transport system;
- Support resilience in the local economy by creating better access to local businesses and services;
- Improve physical and mental health by promoting active travel choices; and
- Create a more equal society by improving access to low cost and convenient transport options.

B.3.25 In terms of public health, the Active Shetland Strategy 2018-2023 was developed by the Shetland Islands Council to tackle inequalities; improve community wellbeing and resilience; support early intervention and prevention; and utilise physical activity and sport to raise attainment and wider academic achievement.

B.3.26 In terms of climate change, Shetland Islands Council is currently preparing a Climate Change Strategy for Shetland which will set out the regions approach to mitigation and adaptation as well as outline how Shetland will achieve Net Zero.

B.3.27   Also of relevance is Shetland's Partnership Plan (2018) and associated Delivery Plan (2019-2022), created by the local authorities Community Planning Partnership established under the Community Empowerment (Scotland) Act 2015, which seeks to reduce inequality and improve the lives of everyone in Shetland.

B.3.28   Shetland's Islands with Small Populations Locality Plan is a Shetland Partnership Locality Plan which summarises the activities and achievements of the Islands with Small Populations Project. It sets out the next steps required to ensure that islands with small populations are central to the Shetland Partnership's plans and future delivery. It is a locality plan that should enable communities and partners to find local solutions to local problems.

B.3.29   On Da Level, Achieving a Fairer Shetland (March 2016) is a report which comprises a set of recommendations from Shetland's Commission on Tackling Inequalities. It identifies factors that influence inequality in Shetland and begins to identify solutions.

B.3.30   The Shetland Tourism Strategy 2018-2023 sets out the strategic aim, priorities and activity areas which will be pursued up to 2023 to ensure maximum benefit to Shetland is realised through the tourism sector.