

Fairer Scotland Duty Assessment

Draft Regional Active Travel Strategy for the west of Scotland 2024-2038

Title of Strategy	Draft Regional Active Travel Strategy for the west of Scotland 2024-2038
<p>Summary of aims and expected outcomes of strategy, proposal, programme, or policy</p>	<p>The draft Regional Active Travel Strategy (Regional ATS) for the west of Scotland 2024-2038 is being developed to set out a long-term vision for active travel in the west of Scotland. It aims to transform the way people travel around the Strathclyde region through the provision of a well-connected, continuous cross-boundary active travel network and supporting measures that inform and empower people to travel actively.</p> <p>Active travel refers to journeys undertaken by people-powered modes, including walking, people using wheelchairs, and cycling (including e-bikes). Active travel is fundamental to the priorities of Scotland's National Transport Strategy¹ and increasing the active travel mode share will make a significant positive contribution to the national commitment to reduce car travel by 20% by 2030 and will support the transition to a net zero transport system.</p> <p>The Regional ATS is part of SPT's coordinated approach to achieve the Regional Transport Strategy (RTS), and shares the following vision:</p> <p>"The west of Scotland will be an attractive, resilient and well-connected place with active, liveable communities and accessible, vibrant centres facilitated by high quality, sustainable and low carbon transport shaped by the needs of all."</p> <p>The vision is supported by three Priorities, which summarise the wider environmental, societal and economic goals for the region that the RTS and Regional ATS will help to deliver. The priorities are:</p> <ol style="list-style-type: none"> 1. A healthier environment, supported by a transport system that helps our region become a low carbon place with healthier natural and built environments for the benefit of all. 2. Inclusive economic growth, underpinned by a transport system that supports regional economic development and growth, with better opportunities and fairer outcomes for all. 3. Improved quality of life, supported by a transport system that helps everyone to have better health and wellbeing and lead active, fulfilling lives. <p>The objectives of the RTS and Regional ATS, and the specific changes to the transport system and travel behaviour that the strategy aim to achieve, are:</p>

¹ Transport Scotland (2020) National Transport Strategy 2, available at: <https://www.transport.gov.scot/publication/national-transport-strategy-2/>

	<ul style="list-style-type: none"> • Objective 1: To improve accessibility, affordability, availability, and safety of the transport system, ensuring everyone can get to town centres, jobs, education, healthcare and other everyday needs. • Objective 2: To reduce carbon emissions and other harmful pollutants from transport in the region. • Objective 3: To enable everyone to walk, cycle or wheel and for these to be the most popular choices for short, everyday journeys. • Objective 4: To make public transport a desirable and convenient travel choice for everyone. • Objective 5: To improve regional and inter-regional connections to key economic centres and strategic transport hubs for passengers and freight.
Summary of evidence	<p>An evidence base has been collated through the development of the Regional ATS and RTS, which informs and supports the consideration of inequalities of outcome caused by socio-economic disadvantage, and the overall assessment of the equalities impacts of the proposed strategy.</p> <p>The evidence base regards all consultation responses and research findings relative to transport and active travel, and equalities issues for the Duty. Wider baseline data has been collated and reported upon in the following supporting documents for the Regional ATS: EqIA Scoping Document (Sweco, 2024) and Case for Change (Sweco, 2023).</p> <p><u>Access to Transport</u></p> <p>Transport influences a person's ability to access essential services, such as healthcare facilities and food shops; to get to work, education and training opportunities; and to maintain social connections.</p> <p>Access to transport options can depend on factors including where a person lives and their background, considering socio-economic status and health conditions amongst other factors. People who are from socio-economically disadvantaged backgrounds are more likely to be reliant on low-cost modes of transport, such as public transport or active travel. Travel and income data from 2023 across Scotland shows those on a household income below £15,000 were less likely to travel by car (49%), and more likely to walk (17%) or get the bus (20%) than those with household income over £60,000 (70%, 6% and 6% respectively)².</p> <p>There are, however, significant barriers to active travel and these can disproportionately affect those facing socio-economic disadvantage. Links between deprivation and the built environment are now well established in literature, where poorer areas in Scotland are found to</p>

² Transport Scotland (2024) Transport and Travel in Scotland: Results from the Scottish Household Survey 2023, Percentage of people walking, driving or taking bus to work for highest and lowest income bands, accessible at: <https://www.transport.gov.scot/media/rtapop2p/transport-and-travel-in-scotland-2023-pdf-version.pdf>

	<p>be less 'walkable' and less safe³ (Macdonald, McCrorie, Nicholls, Ellaway, 2016). Scotland's Road Safety Framework to 2030⁴ recognises that people living in disadvantaged areas tend to be in closer proximity to high volumes of fast-moving traffic and high levels of on-street parking, i.e. 'more hazardous environments'. As such, people facing socio-economic disadvantage have higher levels of exposure to road traffic risk, which is exacerbated by their reliance on walking, and the lack of safe spaces for children and young people (Transport Scotland, 2021).</p> <p>Scotland's Road Safety Framework to 2030 also references the following statistics:</p> <ul style="list-style-type: none"> • Child pedestrians from more deprived areas in Scotland are three times more likely to be injured on the roads than those from less deprived areas (Glasgow Centre for Population Health Scotland, 2015). • The overall casualty rate in the most deprived 10% SIMD (Scottish Index of Multiple Deprivation) areas is 1.6, which is higher than the rate of 1.0 for the least deprived 10% SIMD areas, between 2015-19. <p>Across Strathclyde, the dominance of road transport infrastructure and high car use is seen to negatively impact both the appeal of active travel and a person's ability or confidence to undertake a journey by walking, wheeling or cycling. The 2023 public survey, conducted as part of the development of the Regional ATS, found demand from the general public and stakeholders for more inclusive street environments, with the top three interventions to facilitate increased levels of walking and wheeling selected as:</p> <ol style="list-style-type: none"> 1. Better maintenance of footways and paths 2. Safer routes 3. Better interlinking routes <p>For cycling, the survey identified 'less gaps in the cycle network', 'more segregated routes and separation from motor vehicles' and 'better maintenance of cycle routes' as the top three interventions to facilitate increased levels of cycling.</p> <p>There are also large inequalities in access to bikes; 62% of households in the SPT region don't have access to a bike for private use⁵. This means a significant number of people are unable to cycle as a mode of transport, especially those affected by socio-economic disadvantage who may not be able to purchase a bike.</p> <p>For longer journeys, almost all public transport journeys include a walk, wheel, or cycle to or from the stop or station. Analysis undertaken as part of the Case for Change for the Strathclyde Regional Bus Strategy (Systra, Stantec, 2023) highlights that 22% of households across the</p>
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³ Macdonald, McCrorie, Nicholls, Ellaway (2016) Walkability Around Primary Schools and Area Deprivation across Scotland, accessible at:

<https://bmcpublikealth.biomedcentral.com/articles/10.1186/s12889-016-2994-0>

⁴ Transport Scotland (2021) Scotland's Road Safety Framework to 2030

⁵ Scottish Household Survey (2021) Table LA8: Percentage of Households with Bike Access for Private Use

	<p>SPT area do not have access to a bus stop within a suitable walking catchment⁶, defined for this analysis, as within:</p> <ul style="list-style-type: none"> • 400m in large urban and urban areas, • 600m with accessible small towns and rural small towns • 800m in accessible rural areas and remote rural areas. <p><u>Affordability of Transport</u></p> <p>Transport affordability refers to the financial burden households bear in accessing transport services, and particularly those required to access basic goods and activities (healthcare, shopping, school, work and social activities).</p> <p>Cost is an important consideration in using transport and impacts the number of transport options, and importantly the potential to undertake journeys, available to individuals. Those in households on incomes up to £10,000 were less likely to consider their costs affordable than those on greater incomes (Transport Scotland, 2024).</p> <p>For people on lower incomes, restricted budgets can mean selecting cheaper and alternative transport modes, including walking long distances, travelling off-peak when fares are cheaper, and relying on friends and family with access to cars for help getting from A to B. In some cases, people will avoid travelling.</p> <p>Walking, wheeling and cycling can present low-cost options for travel, however these active modes may not be available to all, especially to those with protected characteristics.</p> <p><u>Transport Poverty</u></p> <p>Transport poverty refers to households and individuals who struggle or are unable to make the journeys that they need to. There are several definitions, but they tend to comprise low income, poor availability of public transport and long travel times to access essential services⁷.</p> <p>Research undertaken by Sustrans highlights around one million people across Scotland live in 'high risk' zones and are vulnerable to transport poverty. A high risk of transport poverty is identified as being greatest in regions with (relatively) low income, high car availability and limited access to essential services by public transport. Rural and remote areas are found to be particularly vulnerable to transport poverty, where poor connectivity with the public transport network is prominent⁸.</p> <p>Sustrans (2016) highlight that cycling could present a viable alternative to driving to access services in some areas vulnerable to transport poverty, where travel times by cycling are reasonable, and some regular day to day journeys (namely commuting) are already being made by cycling. There are, however, links between poverty and the ability to cycle. A household's access to bikes is found to increase with income; 66% of households with an income of £50,000 and over have</p>
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⁶ Systra, Stantec (2023) Strathclyde Regional Bus Strategy Case for Change, accessible at: <https://www.spt.co.uk/media/2wrkfd20/srbs-case-for-change.pdf>

⁷ NatCen Social Research (2019) Transport and inequality: An evidence review for the Department for Transport, accessible at: https://assets.publishing.service.gov.uk/media/60080f728fa8f50d8f210fbc/Transport_and_inequality_report_document.pdf

⁸ Sustrans (2016) Transport Poverty in Scotland, accessible at: https://www.sustrans.org.uk/media/2880/transport_poverty_in_scotland_2016.pdf

	<p>access to one or more bikes, while this figure decreases to 19% of households with an income up to £10,000⁹.</p> <p>There are also links between household income and people walking just for pleasure or to keep fit. For those living in households with annual income up to £10,000, 68% walk one or more days per week. For those in households with more than £50,000 annual income this figure rises to 83%¹⁰.</p> <p><u>Area Deprivation</u></p> <p>The Scottish Index of Multiple Deprivation (SIMD 2020) is a tool used to identify area deprivation in Scotland. Analysis of the SIMD will often focus on the data zones below a certain rank, for example, the 5%, 10%, 15% or 20% most deprived data zones in Scotland.</p> <p>In the SPT region, Glasgow City has the highest percentage of datazones that are most deprived within their local authority, with 45% of its datazones in the 20% most deprived, nationally (followed closely by Inverclyde). On the other hand, East Dunbartonshire had the lowest percentage with 3.8%. Within the whole SPT region, 31.8% (913) of data zones are within the 20% most deprived.</p> <p>The most deprived areas face significant challenges; and this is particularly the case for deep-rooted deprivation. There are 95 datazones within Strathclyde, for example, that have been consistently among the 5% most deprived in Scotland since SIMD 2012.</p> <p>People living in areas of high deprivation are less likely to have access to a car, or have the ability to afford public transport, and more likely to depend on active travel, sometimes referred to as “modes of necessity”¹¹. This is particularly true to urban areas, where the density of routes is often greater and the proximity to destinations often closer. However, research suggests that these areas are not always well connected by non-car modes and as a result, residents without a car suffer from poor connectivity to jobs, education, and services.</p> <p>Some people living in areas of deprivation, particularly in rural areas where public transport and active travel options are typically sparse, may suffer from ‘forced’ car ownership whereby they are reliant on owning a car to access amenities necessary to live and work. This car dependence has a more significant impact in areas of higher deprivation as the cost of car ownership and use puts real pressures on household finances.</p> <p><u>Communities of Interest</u></p> <p>People facing other forms of structural disadvantage, such as sexism, racism, homophobia and ableism, constitute a disproportionate number of those facing socio-economic disadvantage (Transport Scotland, 2020).</p>
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⁹ Transport Scotland (2024) Transport and Travel in Scotland 2022, Table 18a: Percentage of households with bicycles available for private use

¹⁰ Transport Scotland (2024) Transport and Travel in Scotland 2022, Table 25: Frequency of walking in the previous seven days

¹¹ Government Office for Science (2019) Inequalities in Mobility and Access in the UK Transport System, available at:

https://assets.publishing.service.gov.uk/media/5c828f80ed915d07c9e363f7/future_of_mobility_access.pdf

	<p>Evidence on socio-economic disadvantage relevant to specific ‘communities of interest’ has identified the following issues:</p> <ul style="list-style-type: none"> • Women in Scotland are much more likely than men to be part-time workers (44% compared to 15%), with over 75% of Scotland’s part-time workforce being female¹². Women are also more likely to be in low-paid work, with 61% of people paid below the Living Wage being female¹³. This figure has remained mainly unchanged since 2012. • While there is a National Concessionary Travel Scheme for those eligible, disabled people are more likely to experience affordability barriers to transport relative to people without disabilities. Individuals who live in households with a disabled person are more likely to experience income poverty (24%) than those without (17%)¹⁴. • People from ethnic minority groups also face a disproportionately higher rate of relative poverty. All ethnic minority groups have higher rates of poverty than White British households. Those in the Mixed, Black, and Other ethnicity groups face a rate of relative poverty after housing costs more than double that of White British households¹⁵. • There is a lack of data which evidences a direct relationship between being transgender and income inequality. However, such persons are likely to have lower income and wealth and are therefore at a higher risk of transport poverty¹⁶. Transgender people also face widespread discrimination and targeted hostility, unequal access to services, and workplace discrimination¹⁷.
Summary of assessment findings	<p>The Fairer Scotland Duty places a legal responsibility on particular public bodies in Scotland to actively consider how they can reduce inequalities of outcome cause by socio-economic disadvantage, when making strategic decisions.</p> <p>The Fairer Scotland Duty Guidance for Public Bodies¹⁸ recognises that socio-economic disadvantage is not always experienced in neat concentrations of people in recognisable communities, and identifies a need to consider both ‘communities of place’ and ‘communities of interest’ in terms of people who share an experience and who may be particularly impacted by socio-economic disadvantage.</p>

¹² House of Commons Library (2024) Women and the UK Economy, accessible at:

<https://researchbriefings.files.parliament.uk/documents/SN06838/SN06838.pdf>

¹³ The Scottish Parliament (2020) The Living Wage: Facts and Figures 2020, accessible at:

<https://bprcdn.parliament.scot/published/2020/3/13/The-Living-Wage--facts-and-figures-2020/SB%2020-24.pdf>

¹⁴ Department for Work and Pensions (2024) Households Below Average Income: an analysis of the UK income distribution: FYE 1995 to FYE 2023, available at:

<https://www.gov.uk/government/statistics/households-below-average-income-for-financial-years-ending-1995-to-2023/households-below-average-income-an-analysis-of-the-uk-income-distribution-fye-1995-to-fye-2023#people-in-low-income-households-by-disability-in-the-family>

¹⁵ Department for Work and Pensions (2018) Family Resources Survey

¹⁶ Scottish Transgender Alliance (2008) Transgender Experiences in Scotland Research Summary

¹⁷ EHRC (2010), Significant Inequalities in Scotland: Identifying significant inequalities and priorities for action

¹⁸ Scottish Government (2021) Fairer Scotland Duty Guidance for Public Bodies

The Regional ATS provides a positive framework to, within the context of the transport system, reduce inequalities caused by socioeconomic disadvantage. The priorities and objectives of the strategy are underpinned by equal access and fairer outcomes, and together demonstrate a holistic strategy which is driven towards achieving a more equitable transport system in terms of both opportunities and outcomes.

In terms of specific components within the Strategy of relevance to the implementation of the Fairer Scotland Duty:

- Active travel is identified as having an important role in ensuring the transport system can reduce inequalities by widening access to employment, education and services, and narrowing health inequalities through increased physical activity levels, increased social connections and improvements in air quality.
- 'Access for All' is identified as a key challenge to be addressed by the strategy and issues including forced car ownership and inequalities in access to bikes are recognised to interact with poverty, deprivation and protected characteristics, where poor access to transport particularly affects low-income households and those with protected characteristics.
- The proposed vision is for the transport system in the west of Scotland to be "shaped by the needs of all" and, within this, the strategy establishes a positive framework which will allow interventions to be designed around targeting existing inequalities experienced by different socio-economic groups on the transport network and in society more widely.

The development of the following policies demonstrates that the specific needs of communities and groups of people experiencing socio-economic disadvantage have been appropriately considered in the preparation of the Regional ATS:

- Enhancing active travel options, through the creation of a Regional Active Travel Network, in areas that suffer from deprivation, poor access to essential services and goods, and where low levels of car ownership exist.
- Implementing bike access schemes which aim to reduce the cost-related barriers to cycling, particularly the upfront costs of buying a bike.
- Providing enhanced connections to public transport stops, services and terminals, allowing improved access to low-cost modes of transport.
- Providing targeted support to areas where active travel uptake is particularly low, including deprived areas across the region and isolated rural areas.

	<ul style="list-style-type: none"> • Enhancing existing infrastructure and increasing placemaking to positively contribute to the attractiveness and accessibility of public spaces for all. • Providing multimodal transport hubs in areas which suffer from high levels of transport deprivation. <p>These policies recognise that, as an enabler of socioeconomic activity, transport influences access to and people's ability to benefit from education, amenities, public services, employment and economic opportunities.</p> <p>In summary, it is considered that, the strategy establishes an appropriately positive framework which will allow future interventions to be designed around tackling existing inequalities of outcome resulting from socioeconomic disadvantage which relate to the transport system in the west of Scotland.</p> <p>While at this stage it has not been possible to identify specific effects due to the high-level nature of the strategy, and depending on future implementation mechanisms, it is considered that components of the strategy focused on improving access to economic opportunities, employment and public services for all, are most likely to contribute to reducing inequalities of outcome caused by socio-economic disadvantage.</p>
How has the impact assessment shaped the policy?	<p>The development of the Regional ATS has been underpinned by an iterative impact assessment process covering a suite of statutory 'equalities' duties, including the Fairer Scotland Duty. Owing to the presence of strong linkages between different types of inequalities (in terms of both inequalities of opportunity and of outcomes) experienced across Scotland, a coordinated approach has been adopted to discharge these following statutory duties throughout the preparation of the Regional ATS. This integrated approach enabled each duty to influence the content of the Regional ATS, whilst avoiding unintended conflicts or gaps that could arise from considering each duty in isolation.</p>