



TRANSPORT
SCOTLAND
CÒMHDHAIL ALBA

AECOM

NTS2 Delivery Plan 2020-2022

Impact Assessments - Executive Summary

Transport Scotland

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1. Introduction

Purpose

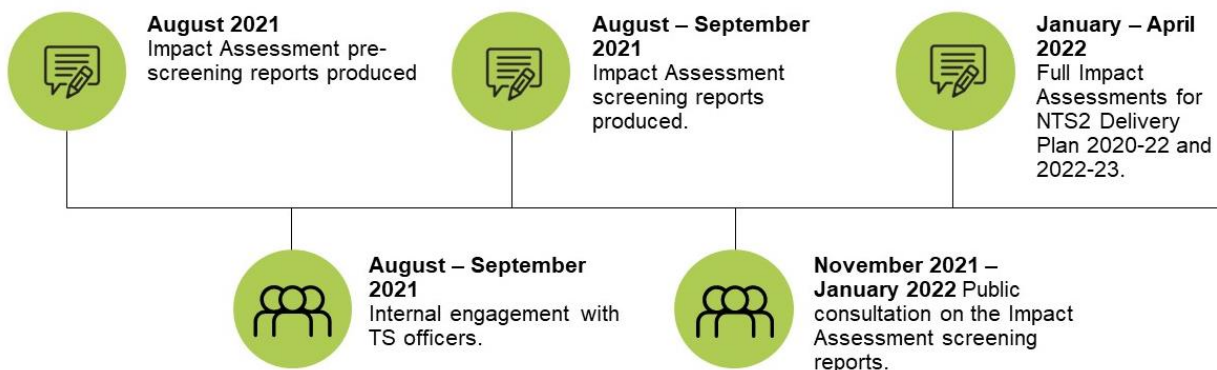
AECOM has been commissioned by Transport Scotland (TS) to undertake a series of impact assessments (IAs) on Scotland’s National Transport Strategy 2 (NTS2) Delivery Plans for 2020-2022 and 2022-2023. This includes the following:

- Equality Impact Assessment (EqIA);
- Children’s Rights and Wellbeing Impact Assessment (CRWIA);
- Fairer Scotland Duty Assessment (FSDA);
- Island Communities Impact Assessment (ICIA);
- Health Inequality Impact Assessment (HIIA);
- Business Regulatory Impact Assessment (BRIA); and
- Data Protection Impact Assessment (DPIA).

Due to similarities in baseline collection and transport issues shared by the groups covered by the EqIA, CRWIA and FSDA, a combined approach has been taken to these assessments and is covered by the term ‘combined Social and Equality Impact Assessment’ (SEQIA).

This summary report provides an overview of the relevant legislation associated with the IAs, the approach undertaken and the high level findings of the screening process across all of the IAs. This report has been produced alongside screening reports for the SEQIA, HIIA, ICIA and BRIA which provide more detailed screening of the impacts associated with specific policies and actions included within the NTS2 Delivery Plan. These reports have been produced prior to a period of consultation on the IAs. The feedback and findings of the consultation will contribute towards completing full IAs on both the 2020-2022 NTS2 Delivery Plan and the 2022-2023 NTS2 Delivery Plan. Figure 1-1 sets out the key activities and timescales for undertaking the IAs.

Figure 1-1 Timeline for Impact Assessment activities



The NTS2 Delivery Plan 2020-2022

The NTS2 sets out the vision for Scotland’s transport system to 2040: “a sustainable, inclusive, safe and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors”. NT2 outlines four Priorities for the transport system: [Reduces inequalities](#), [Takes climate action](#), [Helps deliver inclusive economic growth](#) and [Improves our health and wellbeing](#). The Vision and Priorities for NTS2 are set out in more detail in Figure 1-2.

The first [NTS2 Delivery Plan](#) sets out 199 broad actions the Scottish Government (SG) is taking to deliver on its vision and priorities to the end of March 2022, taking account of the impact of COVID-19. The second Delivery Plan (for 2022-23) will be published in Spring 2022 and will outline SG’s actions for delivering the four priorities to the end of March 2023. Delivery Plans will be published on an annual basis from 2022 onwards.

Figure 1-2 NTS2 Delivery Plan Vision and Priorities 2020-22

Our Vision

We will have a sustainable, inclusive, safe and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors.



The actions within the NTS2 Delivery Plans will also contribute to achieving the Scottish Government's National Outcomes contained within the [National Performance Framework](#) as shown in Figure 1-3.

Figure 1-3 Scotland's National Performance Framework



2. Relevant legislation

Introduction

The IAs will assess the policies and associated actions within the NTS2 Delivery Plan and will help to demonstrate TS's compliance with specific legislation to which it has a legal duty to consider in the delivery of its policies, programmes and projects. This legislation is set out below.

Equality Act 2010 and Public Sector Equality Duty

The Equality Act 2010 legally protects people from discrimination both in the workplace and in wider society. It ensures that individuals with the following nine protected characteristics are not indirectly or directly discriminated against:

- **Age:** This refers to persons defined by either a particular age or a range of ages;
- **Disability:** A disabled person is someone who has a physical or mental impairment (lasting more than a year) that has a substantial adverse effect on their ability to carry out normal day-to-day activities;
- **Gender Reassignment:** This refers to a person who is proposing to undergo, is undergoing, or has undergone a process for the purpose of reassigning their gender identity;
- **Marriage and Civil Partnership:** Marriage can be between a man and a woman or between two people of the same sex. Civil partners must not be treated less favourably than married couples;
- **Pregnancy and Maternity:** Pregnancy is the condition of being pregnant and expecting a baby. Maternity refers to the period after the birth. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth;
- **Race:** Under the Equality Act 2010 race includes colour, nationality (including citizenship) and ethnic or national origins;
- **Religion or Belief:** Religion means any religion and a reference to religion includes a reference to a lack of religion. Belief means any religious or philosophical belief and a reference to belief includes a reference to a lack of belief;
- **Sex:** This refers to a man or to a woman, or to a group of people of the same sex; and,
- **Sexual Orientation:** this means a person's sexual orientation towards persons of the same sex, persons of the opposite sex, or persons of either sex.

Section 149 of the Act sets out the PSED, to which TS is subject in carrying out all its functions, including its consideration of NTS2. Those subject to the PSED must, in the exercise of their functions, have due regard to the need to:

1. Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
2. Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and,

3. Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The three aims of the duty apply to all protected characteristics provided for in section 149(7). Although marriage and civil partnership is a protected characteristic under the Equality Act, it is not covered by the PSED and is therefore not considered as part of the IAs. The Equality Act 2010 explains that having due regard to the second aim involves:

- Removing or minimising disadvantages affecting people due to their protected characteristics;
- Taking steps to meet the needs of people with certain protected characteristics where these are different from the needs of other people; and
- Encouraging people with certain protected characteristics to participate in public life or in other activities where their participation is disproportionately low.

The PSED requires public bodies to take proactive measures to address inequality and help contribute to the government's commitment to tackle disadvantage and discrimination, advance equality of opportunity and encourage good relations between all people.

Fairer Scotland Duty

Part 1 of the Equality Act 2010, the 'Fairer Scotland Duty', places a legal responsibility on the relevant authorities to actively consider how they can reduce inequalities of outcome caused by socio-economic disadvantage. TS, when making decisions of a strategic nature about how to exercise its functions, must have due regard to the desirability of exercising them in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage. This differs from the PSED under Section 149 of the Equality Act which considers only reducing inequalities of opportunity.

Public bodies may wish to publish a written assessment under the Fairer Scotland Duty, demonstrating how they have considered inequalities of outcome when making any major strategic decision.

'The Fairer Scotland Duty - Guidance for Public Bodies' (Scottish Government, 2021) identifies a need to consider both 'communities of place' and 'communities of interest' in terms of people who share an experience and are particularly impacted by socio-economic disadvantage.

Children and Young People (Scotland) Act (2014)

In section 1 of the Children and Young People (Scotland) Act (2014), Scottish Ministers have committed to keep under consideration whether there are any steps which they could take which would or might secure better or further effect in Scotland of the United Nations Convention on the Rights of the Child (UNCRC) requirements. Completion of CRWIAs feeds into this consideration and review process. The 'wellbeing of children and young people' is defined at section 96(2) of the 2014 Act. The general principles of the Act (as identified by UNICEF 2019) are:

- Non-discrimination;

- Best interest of the child;
- Right to survival and life development; and,
- Right to be heard.

A summary of the articles contained with the UNCRC are shown in Appendix B. The UNCRC considers a child as any human being below 18 years old, unless majority is attained earlier under the law applicable to the child. In Scotland, a minor is a person under the age of 18 in most circumstances (NSPCC, 2019).

Part 9 of the Children and Young People (Scotland) Act on corporate parenting is relevant to certain public bodies, including Transport Scotland. Through corporate parenting, duties were introduced for the relevant public bodies to support certain children and young people. The responsibilities of every corporate parent are:

- a) To be alert to matters which, or which might, adversely affect the wellbeing of children and young people to whom this Part applies;
- b) To assess the needs of those children and young people for services and support it provides;
- c) To promote the interests of those children and young people;
- d) To seek to provide those children and young people with opportunities to participate in activities designed to promote their wellbeing;
- e) To take such action as it considers appropriate to help those children and young people:
 - to access opportunities it provides in pursuance of paragraph (d); and,
 - to make use of services, and access support, which it provides; and,

To take such other action as it considers appropriate for the purposes of improving the way in which it exercises its functions in relation to those children and young people.

The Islands (Scotland) Act 2018

Section 3 of The Islands (Scotland) Act 2018 requires Scottish Ministers to prepare a National Islands Plan and sets out the duty of relevant authorities within the meaning of the Act to consider the impacts of policies, strategies, and services on island communities.

Part 2 - Section 3 lists the outcomes considered in the National Islands Plan for improving island communities.

Part 3 - Section 7 outlines relevant authorities' duty to have regard to island communities in carrying out its functions. Section 8 of this Act requires the Scottish Ministers, as a relevant authority, to prepare an island communities impact assessment in relation to a policy, strategy, or service, which, in the authority's opinion, is likely to have an effect on an island community which is significantly different from its effect on other communities (including other island communities) in the area in which the authority exercises its functions.

An ICIA must:

- (a) describe the likely significantly different effect of the policy, strategy, or service (as the case may be), and

- (b) assess the extent to which the authority considers that the policy, strategy or service (as the case may be) can be developed or delivered in such a manner as to improve or mitigate, for island communities, the outcomes resulting from it.

3. Approach to screening of impacts

Introduction

This screening assessments include an initial screening of the potential impacts of the strategic policies outlined in the NTS2 Delivery Plan 2020-22. Due to the large number of individual actions and strategic policies included in the assessments, a reference number has been assigned to each strategic policy and to the individual actions associated with them. This was done to help with assessment work going forward and to monitor and record responses from planned internal engagement and external consultation activities. A [full list of NTS2 Delivery Plan actions with reference numbers](#) can be found on our website.

Key issues and evidence

The screening process has included reviewing evidence relating to transport at a national level using key datasets and where available considering future trends. Key issues pertinent to the IAs are summarised in section 4 of this report and draws upon a range of sources including (but not limited to) the following:

- **The Equality Evidence Finder;**
- **NTS2 Equality Impact Assessment** – February 2020;
- **NTS2 Fairer Scotland Duty Assessment** – published February 2020;
- **NTS2 Child Rights and Wellbeing Assessment** – published February 2020;
- **NTS2 Island Communities Impact Assessment** – published February 2020; and
- **Transport Transition Plan** – EQIA Interim Update.

A BRIA was not undertaken for the NTS2 and as such we have not collated a key issues and evidence section for the NTS2 Delivery Plan BRIA at this stage. This will be included in the full BRIA which will be developed following consultation.

Internal engagement

Internal engagement has taken place with TS and SG officers who have ownership for each of the individual actions within the NTS2 Delivery Plan. Engagement has also taken place with other TS and SG officers who have provided specialist expertise and guidance support with regards to the impacts on groups covered by the IAs. Internal engagement activities have included workshops, one to one meetings and screening questionnaires.

Screening of impacts

The screening of impacts provides a high level assessment informed by a

consideration of the key issues and evidence and feedback from TS and SG officers. A screening form has been set up for each policy to record the initial findings and considerations with regards to the IAs. These completed screening forms are included within the individual screening reports. A provisional 'score' has been assigned to each of the strategic policies as well as for the SEQIA, ICIA and HIIA. Provisional scores have not been identified for the BRIA at this stage due to the limited evidence available for key issues and evidence. Scores will be included for the full BRIA based on evidence collated through the public consultation and further consultation with businesses.

4. Key findings of the IA screening

This section sets out some of the key findings with regards to the IA screening. This provides a high level overview of the NTS2 Delivery Plan rather than specific actions or policies. More detail on the screening of impacts for these can be found in the individual SEQIA, HIIA, ICIA and BRIA reports.

Keeping public transport services running through COVID-19 pandemic

- The first NTS2 Delivery Plan has needed to take into account the impact of the COVID-19 pandemic. Evidence has shown that the pandemic has exacerbated inequalities with many groups being more vulnerable to the direct health effects as well as the impacts of lockdown restrictions and other measures. The NTS2 Delivery Plan has resulted in positive impacts on many groups through policies and associated actions to support the continued operation of transport services during lockdown periods. This has resulted in potential positive impacts for those who are more likely to rely on public transport for employment and education, including key workers and their children, and those without access to a private vehicle.

Making the transport system more accessible

- Accessibility of the transport system is important to those with mobility restrictions such as disabled people, older people and pregnant women or people with young children or pushchairs. Actions to improve the accessibility of transport infrastructure and services could potentially have positive impacts on these groups providing them with more transport options.
- Actions to raise awareness of accessibility issues and support those who require assistance will also help to reduce inequalities and advance equality of opportunity by increasing the safety and accessibility of public transport to a wide range of groups. For example, actions to increase the use of the Thistle Assistance card and to support Scotrail to reduce passenger assistance booking times can increase travel opportunities for all but will especially help disabled people and older people.
- The launch of the hate crime charter will increase awareness of hate crime and reporting mechanisms for those subject to hate crime including disabled people, those from the LGBTQ+ community, ethnic minority groups and those from certain religious groups who are more vulnerable to discrimination. This could provide potential positive impact to these groups by removing barriers to travel and helping to provide a safer public transport experience.
- Extending the national concessionary fares scheme to those under the 22 will help to provide positive impacts for young people for whom cost might be a barrier to accessing education and employment opportunities.

Promoting and facilitating active and sustainable travel

- Those from socio-economically disadvantaged groups are more likely to walk or catch the bus to travel to employment and to make other journeys and as such

improvements to the active travel network can help to make travel for these groups safer and increase connectivity. However, the need to reallocate space in a safe and sustainable way needs to be considered.

- Cycling infrastructure should be accessible for all including those on adapted bikes and all transport infrastructure should follow the Sustainable Investment Hierarchy, considering the needs of people who choose to walk and cycle first. Actions within the NTS2 Delivery Plan are expected to have a positive impact on disabled people, helping to ensure that they are able to access transport services easily and safely.

Reducing emissions

- Low emission zones (LEZs) can help to reduce emissions and provide cleaner air for those who are most vulnerable to the adverse health effects of air pollution including children, older people, disabled people and pregnant women. Deprived areas are also more likely to have high levels of air pollution and be located near to city centres in which LEZs will be implemented, therefore having a potential positive impact on people living in these areas.
- Some businesses, sectors, markets, products or services may be adversely affected by the implementation of LEZs. Micro and small businesses and sole traders may be more vulnerable in regard to the cost of compliance in particular. To mitigate the negative impacts on business, various funding options have been made available for micro-businesses and sole traders that are impacted by the implementation of low emission zones, in addition to funding for taxi and bus companies.
- Supporting the switch to zero-emission vehicles can also help to reduce traffic-related emissions, having a particular positive effect on those who are more vulnerable to the effects of poor air quality. However, the affordability barriers for those on low incomes and young people could mean that inequalities are widened further.
- Actions to increase charging infrastructure for zero-emission vehicles will help enable a more widespread use of electric vehicles and as such have knock-on effects of reducing traffic-related emissions. However, Island communities may be restricted by lack of charging infrastructure and due to grid connection costs, installation of charging stations on islands can be significantly higher than that on the mainland.
- Supporting and investing in the decarbonisation of bus, rail, ferry and air travel will have positive impacts for transport operators. However, there are also potential negative impacts with regards to initial and ongoing costs and maintenance involved with zero-emission transport and transport related infrastructure.
- Actions towards the decarbonisation of bus, rail, ferry and air travel will all have positive impacts on those groups who are more vulnerable to the adverse health impacts of transport-related emissions and air pollution. This includes children, older people, disabled people and pregnant women. Deprived areas are also more likely to suffer from poor air quality as a result of transport-related emissions. However, the benefits of decarbonisation of transport services are likely to be local to key transport routes. As such, the extent to which these benefits will be realised will depend on the extent to which decarbonised transport initiatives are initially targeted within areas of the highest levels of deprivation and air pollution.
- A shift to sustainable freight, whilst having positive impacts in terms of air quality

could create negative impacts for those employed as HGV drivers, unless there is a clear path for workers in this industry to benefit from new employment opportunities created through sustainable freight.

- Travel demand management including encouraging more home or local working can have positive impacts on those who require more flexible forms of working such as women and disabled people. However, these actions are more likely to be targeted at those involved in higher paid office jobs and therefore, have limited positive impacts for those involved in lower income occupations.

Creating new employment and training opportunities

- The policies within the NTS2 Delivery Plan include actions which directly support the creation of new employment and training opportunities, for example in the development of zero-emission vehicles. It also creates indirect opportunities for new jobs, for example by ensuring gateways to and from international markets are resilient and integrated into the wider transport networks to encourage people to live, study, visit and invest in Scotland. However, the extent to which these opportunities can be reached by those in most need, will depend on the type of jobs available and corresponding measures to attract and recruit those from socio-economically disadvantaged groups to reduce inequality.
- Actions should look to maximise opportunities for just transition where there is sustainable economic growth to provide high value green jobs ensuring inclusion for those on low incomes, protected characteristic groups, people living in island communities, those in rural areas and groups who are over-represented in unemployment figures.
- Furthermore, the extent to which newly created employment opportunities will benefit those from socio-economically disadvantaged groups is uncertain until there are clear measures to ensure that opportunities will be accessible to these groups. If they are not, then employment inequality could potentially increase.

Improving access to healthcare

- Groups receiving regular medical care include older people, children, disabled people, pregnant women and people undergoing gender reassignment. These groups are therefore likely to benefit more from improvements to accessing healthcare services. Given that women are the vast majority of carers with health needs, they are also likely to benefit from actions to improve access to healthcare.
- For those living in island communities, improved access to health appointments, through telephone consultation services, home services, travelling expenses etc., may contribute towards providing better access to healthcare services.
- Improvements to patient passenger services and virtual appointments is likely to improve access to healthcare for those with mobility restrictions such as older people or disabled people as well as those who are pregnant or with young children. However, the extent to which virtual appointments will benefit these groups will depend on their ability to access the internet.
- There is also an indirect positive impact on children whose parents may benefit from a review of travel arrangements for patients in receipt of qualifying benefits under the Scotland-wide Patient Travelling Expenses Scheme. In particular, this would potentially have a positive impact on low income families.

Supporting island connectivity

- Island communities are typically less able to access public transport links and face greater difficulty accessing transport for essential services than those based in less rural and mainland settings. Actions to increase digital connectivity within the NTS2 Delivery Plan could have a positive impact on island communities by supporting access to key services such as employment, education and healthcare appointments. These actions in combination with actions to support virtual health appointments will support those who are most in need of health appointments such as older people and disabled people.
- It is recognised that, due to the remote and dispersed nature of some island communities, bus services and sustainable travel measures are likely to be less easily implemented than on the mainland and, to an extent, than on the more populated islands. Island and remote mainland communities tend to have poorer access to buses and other public transport options, meaning that measures such as free bus travel are likely to be less effective in these locations. The cost of travel and lack of connectivity are barriers to accessing essential services required to protect quality of life for island residents such as employment, education, and healthcare. Actions to overcome cost barriers and lack of connectivity can help to ensure that quality of life for island communities is enhanced.
- Management and maintenance of existing ferry assets will have a positive impact on attracting economic opportunities to islands and may contribute to increased prosperity. By addressing issues such as reliability, capacity and resilience on the ferry network, there would be efficiencies and cost savings for businesses exporting or importing goods and services and improved connectivity for residents and visitors, which in turn makes the communities and / or wider region more attractive as places to live, work and visit.
- As described in the National Islands Plan, population decline is a threat to the sustainability of many, although not all, of Scotland's island communities. Island communities are proportionately more reliant on marine activities, agriculture and crofting, fishing, tourism and the food and drink industry and as such rely more heavily on certain forms of transport to support their economy. Ferry services are key to many of these industries as is road haulage and road transport. As such, it is more of a challenge to provide viable alternatives that address transport and environmental issues while also supporting and promoting island economies.
- Supporting the resilience of the road and rail network could improve connectivity and access to the islands. As goods and freight generally have to travel further to reach the islands, a resilient road and rail network is essential for island businesses to remain competitive compared with those on the mainland.

Addressing the impacts of climate change

- Establishing adaption measures at vulnerable locations will help to ensure the transport network can continue to operate, including freight and tourism traffic, which is key for coastal towns and island communities. Flooding of infrastructure such as roads and landslides could cut off communities and their ability to continue to operate, work and live.
- Island communities are more reliant on air and ferry services to access key services, and so actions relating to these areas are more likely to have an impact on island communities. Measures aimed at encouraging alternative fuels for both ferries and aircraft have the potential for a proportionally greater contribution

towards tackling climate change than interventions aimed at other modes, within island communities.

- Due to their maritime geographies, island communities are more susceptible to the coastal impacts of climate change than the majority of mainland communities. The impacts of climate change on the transport network may affect island communities more acutely because of their reliance on ferry infrastructure and lower-lying road networks. As such, measures within the NTS2 Delivery Plan aimed at promoting climate resilience will also positively affect island communities perhaps more so than mainland communities.

Supporting businesses and consumers

- The majority of actions within the NTS2 Delivery Plan are expected to have either a positive influence on consumer choice and business competitiveness or will have a neutral effect on it. Bus policy is a key area in which government intervention at this level is expected to provide a greater level of consumer choice and improve provision. The statutory basis for these interventions is given in the Transport (Scotland) Act 2019 while the NTS2 Delivery Plan provides a practical framework for business and local authorities to deliver the provisions of the Act.
- The NTS2 Delivery Plan has resulted in positive impacts on transport operators through policies and associated actions to support the continued operation of transport services during lockdown periods keeping business operations viable and keeping services running for customers.
- Actions focused on shifting freight from road to rail could adversely impact the road transport industry. Road transport is a lightly regulated, highly competitive industry, with few barriers to entry, while rail freight is a highly regulated industry with potentially significant entry barriers. Rail freight is the only part of the rail sector is ran privately and not directly supported by UK Government. Major works programme will likely require closure of certain links/nodes of the railway network which could cause significant disruption. Further consideration should be applied to where closure generates notable diversion routes (e.g. more rural areas with limited viable alternatives).
- The NTS2 Delivery Plan includes actions to ensure gateways to and from international markets are resilient and integrated into the wider transport networks to encourage people to live, study, visit and invest in Scotland to help economic recovery. This should benefit the competitiveness of Scottish companies within the UK, Europe and the world through increased connections to international markets. Hub connectivity is important to reach those destinations that are not served directly. The relevant businesses affected will be Scotland's airports, airlines, and ancillary aviation services providers. Sectors affected will be the tourism sector, and business which rely on this, as well as businesses which utilise international connectivity for undertaking their work, and educational institutions.
- Local authorities have a role to play under many of the strategic policies and actions listed in the NTS2 Delivery Plan. As the statutory roads authority for local roads, local authorities will be required to cooperate, resource and implement many of the actions within the NTS2 Delivery Plan, including those around active travel, speed limits, bus priority infrastructure, bus franchising and services. This places a resource requirement on local authorities which is cumulative in nature.

- A formal regulatory role is not required for most of the actions within the NTS2 Delivery Plan. Those that will require input and resource from a regulator specifically include the actions aimed at decarbonisation of aviation and ferry services. However, it is not anticipated that any of the actions will place a disproportionate burden on regulators.
- Evidence relating to impacts on businesses and consumers in relation to the actions within the NTS2 Delivery Plan is limited. Targeted engagement with businesses as part of the consultation process will aim to address the evidence gap and provide a more detailed basis on which to identify and assess impacts within the full BRIA.

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