



# STRATEGIC TRANSPORT PROJECTS REVIEW

PROTECTING OUR CLIMATE  
AND IMPROVING LIVES



## Appendix I: Detailed Appraisal Summary Tables – Recommendations

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## 1. Detailed Appraisal Summary

An 'Appendix I: Recommendation Appraisal Summary Tables (ASTs) Explanatory Note' accompanies this AST.

### 1.1. Recommendation 18 – Supporting integrated journeys at ferry terminals

#### Recommendation Description

One of the major historical barriers to public transport uptake has been connectivity and lack of convenient end-to-end travel options. Improving access and creating a better traveller experience at ferry terminals and interchange facilities would benefit rural and island communities as well as visitors and assist in encouraging modal shift. This would improve utilisation of, and fares income from, available passenger capacity on ferries and potentially reduce pressure on vehicle decks, freeing up space at times of scarcity for freight and other essential vehicle travel.

This recommendation would enhance the interchange facilities for all trips at ferry terminals, but especially longer-distance trips, providing more seamless travel choices and improving services, particularly for those not travelling with a car. Reducing car usage and increasing foot passenger usage also helps make more cost-effective use of existing ferry capacity, in line with the Sustainable Investment Hierarchy.

STPR2 recommends a detailed review of key ferry terminals to consider physical integration and accessibility improvements in timetable information, signing, ticketing and other facilities required to deliver a seamless and integrated journey between different travel modes. The review would make recommendations on a programme of integration improvements to enhance the traveller experience and accessibility at ferry terminals.

### 1.2. Relevance

#### Relevant to regions in Scotland which operate ferry services

This recommendation is likely to be relevant to regions in Scotland which operate ferry services – those with ferry terminals on the [Clyde and Hebrides Ferry Services \(CHFS\)](#)<sup>i</sup> and [Northern Isles Ferry Services \(NIFS\)](#)<sup>ii</sup> ferry networks providing key connections to and from Scotland's islands (and peninsulas). STPR2 regions benefitting from improved transport integration would therefore include Argyll & Bute, Ayrshire & Arran, Glasgow City Region, Highlands & Islands, North East Scotland and the Shetland Islands regions. As part of stakeholder engagement undertaken during STPR2, the need for improved integration between ferries and public transport and active travel was raised in all regions which operate ferries.

### 1.3. Estimated Cost

#### <£25 million

This recommendation sits within the <£25 million cost band. However, with the recommendation being associated with undertaking a detailed review of key ferry terminals, the estimated cost would be significantly lower than the threshold of the cost band within which it is placed.

An exercise would be undertaken as part of the detailed review of key ferry terminals to consider the costs associated with physical integration and accessibility improvements. The review would require identifying options to enable such improvements. Generated options would then be subject to appraisal, which would include consideration of value for money.

### 1.4. Position in Sustainable Investment Hierarchy

#### Reduces the need to travel unsustainably

This recommendation would contribute to eight of the 12 NTS2 outcomes, as follows:

- Provide fair access to services we need;
- Be easy to use for all;
- Help deliver our net zero target;
- Promote greener, cleaner choices;
- Get people and goods to where they need to get to;
- Be reliable, efficient and high quality;
- Enable us to make healthy travel choices; and
- Help make our communities great places to live.

## 1.5. Summary Rationale

### Summary of Appraisal

	TPO					STAG					SIA				
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Low Scenario	+	++	+	++	+	+	+	+	+	++	+	++	+++	+	++
High Scenario	+	++	+	++	+	+	+	+	+	++	+	++	+++	+	++

This recommendation performs positively against the majority of STPR2 appraisal criteria. It makes an overall positive contribution to each of the Transport Planning Objectives (TPOs), particularly in relation to sustainable inclusive growth. In terms of the STAG criteria, this recommendation is expected to have positive impacts against all criteria. This recommendation is also likely to have major positive impacts in terms of public acceptability and would also have moderate positive impacts in terms of the Equalities Impact Assessment (EqIA) and Fairer Scotland Duty Assessment (FSDA) with a major positive impact in terms of the Island Communities Impact Assessment (ICIA).

Supporting integrated journeys at ferry terminals is feasible – however, the requirements and conditions in which this can be delivered would vary from ferry terminal to ferry terminal and this would require further scoping as part of the detailed review to gauge the feasibility of facilitating physical integration and accessibility improvements at specific locations.

In delivery terms, it is likely that further work would be required to understand where collaboration between transport authorities, asset owners and service providers would be required to deliver improvements necessary to enhance integration. Furthermore, as this recommendation involves a network-wide review, it therefore has the potential to have affordability risks until the specification of intervention is further understood.

Details behind this summary are discussed in Section 3, below.

## 2. Context

### 2.1. Problems and Opportunities

This recommendation could help to tackle the following problems and opportunities:

#### Relevant Problem & Opportunity Themes Identified in National Case for Change

- **The Transport Needs of Disabled People:** the proportion of adults with a long-term limiting mental or physical health condition or disability is increasing as the population ages. Key challenges they face on the transport system include being able to access accurate travel information both before and during the journey; the accessibility of public transport interchanges and vehicles; interchange between modes; and concerns regarding safety and comfort on the public transport network.
- **Scotland's Regional Differences:** transport challenges differ across Scotland. Rural households tend to drive more frequently than urban households. The lack of public transport in rural areas acts as a barrier for young people accessing education, training and employment and is linked to long-term out-migration. Similar to remote and rural areas, transport can have an adverse impact on the long-term sustainability of island communities.
- **Decline in Bus Use:** bus is particularly important to areas which are not served by the rail network, including much of rural Scotland. It can be an important element in multi-modal journeys and is a sustainable and space-efficient mode of travel. Reducing passenger numbers risks driving down revenues and making some services unviable, resulting in cancellations and, in some cases, communities being isolated<sup>1</sup>.
- **Information and Integration:** high-quality journey planning information, both digital and physical, is important to enable a resilient transport system that allows people and goods to get to where they need to get to. Some journeys are not possible due to a lack of connections or accessible modes of transport, and long wait times, the need for multiple tickets and complex connections deter people from some public transport services resulting in many running below capacity.
- **The Changing Transport Needs of Young People:** [key issues for young people include the availability of public transport, particularly to further and higher education, and personal safety when using services.](#) <sup>iii</sup>
- **Changing Travel Behaviour:** changing people's travel behaviour to use more sustainable modes will have a positive impact on the environment, as well as health and wellbeing.

<sup>1</sup> Trends in Scottish Bus Patronage, KPMG for CPT Scotland, 2017

## 2.2. Interdependencies

This recommendation has potential overlap with other STPR2 recommendations and would also complement other areas of Scottish Government activity.

### Other STPR2 Recommendations

- Investment in Demand Responsive Transport and Mobility as a Service (20);
- Improved public transport passenger interchange facilities (21);
- Framework for the delivery of mobility hubs (22);
- Smart, integrated public transport ticketing (23);
- Ferry vessel renewal and replacement, and progressive decarbonisation (24);
- Zero emission vehicles and infrastructure transition (28);
- Potential Sound of Harris, Sound of Barra fixed link and fixed link between Mull and Scottish mainland (41); and
- Investment in port infrastructure to support vessel renewal and replacement, and progressive decarbonisation (42).

### Other areas of Scottish Government activity

- [Revised Draft Fourth National Planning Framework \(Revised Draft NPF4\)](#) <sup>iv</sup>; North and West Coast and Islands Regional Spatial Priorities;
- [Scotland's Accessible Travel Framework, 2016](#); <sup>v</sup>
- [The National Islands Plan, 2019](#) <sup>vi</sup>; and
- Islands Connectivity Plan (emerging).

### 3. Appraisal

This section provides an assessment of the recommendation against:

- STPR2 Transport Planning Objectives (TPOs);
- STAG criteria;
- Deliverability criteria; and
- Statutory Impact Assessment criteria.

The seven-point assessment scale has been used to indicate the impact of the recommendation when considered under the ‘Low’ and ‘High’ Transport Behaviour Scenarios (which are described in Appendix F of the Technical Report).

#### 3.1. Transport Planning Objectives

1. A sustainable strategic transport system that contributes significantly to the Scottish Government’s net zero emissions target	
Low Scenario	High Scenario
+	+

[The CHFS and NIFS ferry networks form an integral part of the strategic transport network](#)<sup>vii</sup>, in many cases providing the only or major transport connection for island communities. The future sustainability of these communities, and the strategic transport network which is fundamental to their survival and future growth, is dependent on the provision of a reliable and resilient ferry service that integrates with other forms of transport and offers joined up journeys for all island residents and visitors not just those able to travel with their own vehicle.

The level of contribution to the net zero target would depend on the nature and the location of any improvements. However, support for integrated journeys at ferry terminals would be expected and intended to promote a degree of mode shift from the private car to public transport and active travel. This would result in a minor positive impact against the net zero emissions target.

However, any reduction in vehicle emissions is likely to be low in comparison to urban areas, as the areas affected by this recommendation are most likely to be rural / remote where traffic volumes are typically low. Nevertheless, this recommendation provides opportunity to change travel behaviour, which would have a positive impact on vehicle emissions.

This recommendation is expected to have a minor positive impact on this objective in both the Low and High scenarios.

**2. An inclusive strategic transport system that improves the affordability and accessibility of public transport.**

Low Scenario	High Scenario
++	++

Better public transport connections at ferry terminals would improve inclusivity and accessibility by making it easier and more seamless for all passengers, particularly those who do not have access to a private vehicle or have reduced mobility, to travel to, by and onward from, the ferry.

Individual users may benefit from the ability to better plan journeys on public transport or by active travel – reducing the need to travel by car – which may have indirect benefits on transport affordability. Provision of multimodal ticketing and improving interchanges would support improved access to more affordable travel.

This recommendation is expected to have a moderate positive impact on this objective in both the Low and High scenarios.

**3. A cohesive strategic transport system that enhances communities as places, supporting health and wellbeing.**

Low Scenario	High Scenario
+	+

Ferries are a vital link in the strategic transport system for islands and, if these services do not enable journeys for all residents, communities as places would be less inclusive and, in the long-term, would risk becoming unviable for some.

Health and wellbeing is specifically supported by ferries' role in providing access to health services that are often not available on individual islands – these services should be equally accessible for all residents not just those able to take a vehicle on the ferry.

Supporting integrated journeys at ferry terminals would make multi-modal journeys more seamless, potentially increasing active travel uptake, thereby improving health and supporting wellbeing. Reduced car use would also result in reduced vehicle emissions which may support improvements to air quality and health in locations where ferry terminals are situated.

There are opportunities for improved integration to enhance placemaking, thus having a potentially positive impact against communities as places, and associated positive impacts on wellbeing. Most benefits are likely to result from the greater inclusivity of the transport system, with the increased accessibility of facilities, including health services, improving the health and wellbeing of those with reduced mobility or with impaired vision or hearing and those people with additional needs.



This recommendation is expected to have a minor positive impact on this objective in both the Low and High scenarios.

**4. An integrated strategic transport system that contributes towards sustainable inclusive growth in Scotland.**

Low Scenario	High Scenario
++	++

Ferry services are an integral part of the strategic transport network, in many cases providing the only or major transport connection for island communities.

The primary purpose of this recommendation is to consider physical integration and accessibility improvements to deliver integrated journeys between different travel modes. This would enable more people to travel to and from islands, peninsulas and other remote communities by ferry – and, as a result, there would be positive economic impacts generated and growth would be more inclusive. There may also be associated benefits for tourism through increased use of available passenger capacity which would also positively impact economic growth in communities served by ferry services.

[The 2019 Scottish Household Survey](#) <sup>viii</sup> indicated that 48% of the most deprived households (Scottish Index of Multiple Deprivation quintile 1) do not have access to a car. As such, actions taken to reduce the disbenefits associated with public transport interchange at ferry terminals could help to improve accessibility to employment, education and leisure opportunities, and therefore help to deliver inclusive growth.

This recommendation is expected to have a moderate positive impact on this objective in both the Low and High scenarios.

**5. A reliable and resilient strategic transport system that is safe and secure for users.**

Low Scenario	High Scenario
+	+

Supporting integrated journeys at ferry terminals is likely to positively impact on the reliability and resilience of overall public transport/active travel journeys. Furthermore, if Real Time Passenger Information (RTPI) for public transport links was provided at ferry terminals, this could result in greater benefits from a reduced perception of unreliability.

Any improvements to active travel infrastructure at or near ferry terminals would make walking, wheeling and cycling safer for all users.

Enhanced integration enabling improved transfer between modes of transport, facilitating improved passenger assistance and better accessibility for those with reduced mobility or impairments would provide benefits. This is explored further in *Improved public transport passenger interchange facilities (21)*.

It is unlikely that this recommendation would have any significant impact on security.

This recommendation is expected to have a minor positive impact on this objective in both the Low and High scenarios.

### 3.2. STAG Criteria

#### 1. Environment

Low Scenario	High Scenario
+	+

See Strategic Environmental Assessment (SEA) below.

This recommendation is expected to have a minor positive effect on this criterion in both the Low and High scenarios.

#### 2. Climate Change

Low Scenario	High Scenario
+	+

Physical integration and accessibility improvements could result in some modal transfer from car, thereby reducing greenhouse gas emissions and reducing the overall carbon footprint of multi-modal journeys, though the improvements could also encourage new trips increasing emissions. Overall, there would be environmental benefits associated with supporting integrated journeys at ferry terminals but the benefits are likely to be small unless combined with other recommendations.

This recommendation is unlikely to provide resilience against vulnerability to the effects of climate change for the ferry sector or island communities. No effect on the potential to adapt to effects of climate change is anticipated.

This recommendation is expected to have a minor positive impact on this criterion in both the Low and High scenarios.

### 3. Health, Safety and Wellbeing

Low Scenario	High Scenario
+	+

Mode shift away from the private car for ferry passenger journeys would provide a positive impact on safety although any reduction in road accidents is likely to be minimal. This would require further assessment in the context of improvements at individual ferry terminals taking into account access to the port, pedestrian safety at ports and the movement of passengers in marshalling areas and so on.

It is unlikely that this recommendation would have any significant impact on security.

Supporting integrated journeys at ferry terminals would make multi-modal journeys more seamless, potentially increasing active travel uptake, thereby improving health and supporting wellbeing. Reduced car use would also result in reduced vehicle emissions which may support improvements to air quality and health in locations where ferry terminals are situated.

This recommendation would have a minor positive impact on access to health and wellbeing infrastructure through enhanced transport integration – and the associated effects of this on health and wellbeing. The increased accessibility of facilities could improve the wellbeing of those with reduced mobility or with impaired vision or hearing and those people with additional needs, also delivering better access to healthcare and wellbeing infrastructure.

Supporting integrated journeys at ferry terminals would change the visual appearance of the terminals compared with their current operation. This has the potential for minor negative effects on visual amenity during the construction works to facilitate the physical infrastructure improvements at ferry terminals; however any visual effects are unlikely to be significant in the context of the current port operations.

This recommendation is expected to have a minor positive impact on this criterion in both the Low and High scenarios.

### 4. Economy

Low Scenario	High Scenario
+	+

Ferry services are an integral part of the strategic transport network, in many cases providing the only or major transport connection for island communities. The future sustainability of these communities, and their ability to achieve sustainable economic

growth, is dependent on the provision of reliable and resilient ferry services for all users including integration with other modes.

Action taken to increase the attractiveness of public transport and increase modal transfer from the car would be beneficial to the economy. Overall journey times may be reduced if integrated journeys at ferry terminals are better supported which allow shorter waiting times between ferries and other public transport modes. This may also support improved access to employment opportunities.

The local economies of communities in the vicinity of ferry terminals may benefit from increased passenger numbers (e.g. through expenditure in local shops etc.), though the impact is likely to be minimal. Improved integration could however potentially reduce the level of custom for local businesses where there is a reduction in waiting time for passengers travelling between destinations.

There may also be associated benefits for tourism which would also positively impact economic growth in communities served by ferry services.

This recommendation is expected to have a minor positive impact on this criterion in both the Low and High scenarios.

## 5. Equality and Accessibility

Low Scenario	High Scenario
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Although this recommendation would have a neutral impact on public transport network coverage it would support improved integration at ferry terminals and increase opportunities to access ferry services via public transport modes.

Likewise, the recommendation would provide a neutral impact on active travel network coverage, but it would deliver enhanced opportunities to incorporate active travel into journeys involving a ferry connection.

Better public transport connections at ferry terminals would improve inclusivity and accessibility by making it easier and more seamless for all passengers, particularly those who do not have access to a private vehicle or those with reduced mobility or with impaired vision or hearing and those people with additional needs, to travel by ferry.

This recommendation would provide a minor positive impact on locations with ferry terminals, for example on the CHFS and NIFS ferry networks, by improving the ability to access ferry services by non-car modes.

Residents of island communities would benefit from improvements to integrated journeys at ferry terminals, improving access to key services such as health and education facilities. In addition, individual users may benefit from the ability to better plan journeys on public transport or by active travel – reducing the need to travel by car – which may have indirect

benefits on transport affordability. Provision of multimodal ticketing and improving interchanges would support improved access to more affordable travel.

Also refer to EqIA/ICIA/FSDA/CRWIA Assessment in the next section.

This recommendation is expected to have a moderate positive impact on this criterion in both the Low and High scenarios.

### 3.3. Deliverability

#### 1. Feasibility

Supporting integrated journeys at ferry terminals is feasible – however, the requirements and conditions in which this can be delivered would vary from ferry terminal to ferry terminal and this would require further scoping as part of the detailed review to gauge the feasibility of facilitating physical integration and accessibility improvements at specific locations.

It is also noted that, in delivery terms, it is likely that further work is required to understand where collaboration between transport authorities, asset owners and service providers would be required to deliver improvements necessary to enhance integration. Feasibility would depend on the co-operation and incentivisation of a number of public authorities, asset owners and service operators and the split of responsibilities for services and infrastructure between central and local government has the potential to present an obstacle to implementation.

#### 2. Affordability

The detailed review promoted by this recommendation would establish the cost of implementing integration improvements. Affordability is dependent on the scale of intervention and local deliverability constraints which could potentially affect the cost of improvements. It is considered that some interventions likely to be implemented as part of integrated enhancements, such as signage, are generally lower in cost and thus are more affordable. However, other potential interventions such as formalising footways, cycle parking and relocation of bus stops/introduction of new bus infrastructure are likely to require greater capital investment, thus impacting on affordability.

As this recommendation involves a network-wide review, it therefore has the potential to have affordability risks.

### 3. Public Acceptability

This recommendation is anticipated to have a major positive impact on public acceptability as it supports integration between ferries and other modes of transport and improves accessibility for all users; thus providing users with more choice. There is the potential for some local negative reaction if it is perceived that work is being prioritised as an alternative to the expansion of vehicle deck capacity.

From the STPR2 engagement, the main deterrents/barriers which discouraged commuters and regular travellers choosing sustainable travel modes included a lack of connections or accessible modes of transport, long wait times and the need for multiple tickets. Specific examples of current issues include the lack of public transport connections at ferry terminals such as Scrabster with no integrated public transport services between the nearest train station (Thurso) and the ferry terminal and a general desire to see improved integration between ferry and public transport services at Ardrossan Harbour for services to/from Arran.

The detailed review would consider physical integration and accessibility improvements in timetable information, signing, ticketing and other facilities required to deliver a seamless and integrated journey between different travel modes.

### 3.4. Statutory Impact Assessment Criteria

#### 1. Strategic Environmental Assessment (SEA)

Low Scenario	High Scenario
+	+

This recommendation is likely to result in positive effects on the SEA objectives related to greenhouse gas reduction (SEA Objective 1) and air quality (Objective 3), particularly in relation to the achievement of a reduction in transport-related emissions; as the recommendation seeks to improve the use of sustainable modes of transport, by improving public transport connections/supporting integrated journeys at ferry terminals. It would also have a positive effect on promoting a more sustainable use, and management of, the existing transport network, which would progress Objective 8.

It is likely to have a positive effect on quality of life, noise and vibration and safety (Objectives 4, 5 and 7) as the enhancements seek to improve accessibility, reduce severance, increase transport choice and improve safety on the transport network. Encouraging a mode shift away from private car to more sustainable modes may also reduce noise and vibration for those living or working near ferry terminals during operation. The significance of effects are dependent on the alternatives being safe, affordable and available for all users.

There are also possible positive effects on the water environment and biodiversity (Objectives 10 and 11) as a result of a reduction in diffuse pollution on key receptors; however, the significance of the effect is uncertain at this stage.

There is potential for minor negative effects on noise and vibration (Objective 5) and landscape and visual amenity (Objective 14) during the construction works to facilitate the physical infrastructure improvements; however these are unlikely to be significant in the context of the current port operations.

Given the nature of this recommendation, it has no (or negligible) clear link to the achievement of many of the SEA Objectives, including climate adaptation (Objective 2), developing high quality places (Objective 6), material assets (Objective 9), soil (Objective 12) and cultural heritage (Objective 13).

This recommendation is expected to have a minor positive effect on this criterion in both the Low and High scenarios.

## 2. Equalities Impact Assessment (EqIA)

Low Scenario	High Scenario
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This recommendation is likely to have a positive impact on groups with protected characteristics. Residents of island communities would benefit from improvements to integrated journeys at ferry terminals, improving access to key services such as health and education facilities. This would be of particular benefit to older people, disabled people, women (including pregnancy and maternity) and children who may be less likely to have access to a car and/or are more reliant on public transport services.

This recommendation is expected to have a moderate positive impact on this criterion in both the Low and High scenarios.

## 3. Island Communities Impact Assessment (ICIA)

Low Scenario	High Scenario
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Supporting integration with public transport services at ferry terminals would help to increase transport connectivity for island communities by improving viable options for non-car travel. Passengers travelling to/from/between islands can sometimes face long wait times before the next onward mode of travel, so improvements progressed as part of this recommendation would provide benefits for passengers, especially those accessing essential services on the mainland or those travelling to the mainland for social purposes.

This recommendation is expected to have a major positive impact on this criterion in both the Low and High scenarios.

#### 4. Children’s Rights and Wellbeing Impact Assessment (CRWIA)

Low Scenario	High Scenario
+	+

Residents of island communities would benefit from improvements to integrated journeys at ferry terminals, improving access to key services such as health and education facilities. This would be of particular benefit to children and young people who may rely on public transport for onward journeys to access essential services such as education and healthcare.

This recommendation is expected to have a minor positive impact on this criterion in both the Low and High scenarios.

#### 5. Fairer Scotland Duty Assessment (FSDA)

Low Scenario	High Scenario
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Supporting integration with public transport services at ferry terminals would help to increase connectivity. Passengers travelling to/from/between islands can sometimes face long wait times before the next onward mode of travel, so better public transport connections at ferry terminals would improve inclusivity and accessibility by making it easier and more seamless for all passengers, particularly those who do not have access to a private vehicle, to travel by ferry and would provide benefits for passengers accessing essential services on the mainland.

Socio-economically disadvantaged groups are more likely to use public transport to make journeys and are less likely to have access to a car or to be forced into car ownership.

This recommendation is expected to have a moderate positive impact on this criterion in both the Low and High scenarios.



## References

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- <sup>i</sup> Transport Scotland, Clyde and Hebrides Ferry Services (CHFS), <https://www.transport.gov.scot/public-transport/ferries/ferry-services/#45750>
- <sup>ii</sup> Transport Scotland, Northern Isles Ferry Services (NIFS), <https://www.transport.gov.scot/public-transport/ferries/ferry-services/#45751>
- <sup>iii</sup> Trends in Scottish Bus Patronage, KPMG for CPT Scotland, 2017, <https://www.stagecoachgroup.com/media/news-releases/2017/2017-11-20.aspx>
- <sup>iv</sup> Scottish Government, Revised Draft NPF4, <https://www.transformingplanning.scot/national-planning-framework/>
- <sup>v</sup> Scotland's Accessible Travel Framework, Annual Delivery Plan 2021-22, <https://www.transport.gov.scot/our-approach/accessible-transport/accessible-travel-framework/>
- <sup>vi</sup> Scottish Government, The National Islands Plan, 2019, <https://www.gov.scot/publications/national-plan-scotlands-islands/>
- <sup>vii</sup> Transport Scotland, Ferry Services, <https://www.transport.gov.scot/public-transport/ferries/ferry-services/#45750>
- <sup>viii</sup> Transport Scotland, Transport and Travel in Scotland 2019, <https://www.transport.gov.scot/publication/transport-and-travel-in-scotland-2019-results-from-the-scottish-household-survey/table-18b-car-bicycle-access-households-with-bicycles-cars-vans-available-for-private-use-2019/>