STRATEGIC TRANSPORT PROJECTS REVIEW

STPR

PROTECTING OUR CLIMATE
AND IMPROVING LIVES

Appendix I: Recommendation Appraisal Summary Tables

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1. Detailed Appraisal Summary

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

1.1. Recommendation 21 - Improved public transport passenger interchange facilities

Recommendation Description

This recommendation seeks to improve public transport passenger facilities, including accessibility and quality enhancements. Rail accessibility is covered by recommendation 19, because it reflects the UK Government's 'Access for All' programme, with this recommendation covering bus accessibility, as well as quality improvements at both bus and railway stations and interchanges.

Well-designed, high-quality passenger facilities and infrastructure can improve wayfinding, provision of information and the quality of the waiting environment, making public transport a more attractive option, thereby encouraging new and unfamiliar users to make their journeys by public transport. Enhanced facilities can also improve actual and perceived user safety and security and can promote interchange between and within modes.

Inaccessible infrastructure can exclude people from opportunities afforded by the public transport network. This recommendation seeks to deliver improvements in the accessibility of passenger facilities, reducing barriers to use of the public transport system, especially for those with reduced mobility.

In responding to these issues, improvements could include:

- Bus and railway station regeneration and design, including placemaking enhancements and provision of retail facilities;
- Improved wayfinding to and within interchanges;
- Enhanced waiting environment, including seating, lighting, climate control, CCTV, information and ticket purchase; and
- Improved accessibility, including lifts and step-free access.

The recommendation also covers the construction of new interchange facilities where a need can be demonstrated, although it is expected that improvements to existing facilities would be prioritised in preference to the provision of new facilities.

Measures to improve the quality and accessibility of passenger facilities, especially when taken in conjunction with complementary actions to improve integration of timetables and ticketing, can extend the perceived reach of the public transport network, creating more sustainable links with employment, healthcare, education and leisure destinations, supporting inclusive growth. Improved facilities can also help to encourage mode shift to public transport, which would further support Scotland's net zero ambition.

The recommendation would build on Scotland's Accessible Travel Framework and Delivery Plan[i].

1.2. Relevance

Relevant to all of Scotland

Improved public transport passenger interchange facilities are likely to be relevant to all of Scotland, with the need to enhance passenger facilities raised in most regions during stakeholder engagement for STPR2, both in terms of improved quality and in terms of improved accessibility for those with reduced mobility.

Indeed, around 1 in 10 disabled people have difficulty getting to a rail, bus or coach station or stop and a similar proportion have difficulty getting on or off these modes[ii]. Research[iii] has also indicated that new bus interchange facilities are valued by passengers as being worth 1.27 generalised minutes (generalised time, expressed in generalised minutes, represents a passenger's perceived complete journey time from their origin to their destination, taking into account time spent walking, time spent waiting for a public transport service and time spent on the service, and also accounting for time penalties that are applied to represent passengers' dislike of, for example, having to walk to and then wait for a public transport service)[iv], so these facilities could be perceived by passengers as effectively equating to a 1.27 minute reduction in journey time.

1.3. Estimated Cost

£51 million – £100 million Capital

It is envisaged that capital costs could be in the region of £51 million to £100 million, based on the level of funding already allocated to the Access for All programme[v] that covers all of Great Britain.

1.4. Position in Sustainable Investment Hierarchy

Making better use of existing capacity

Within the Sustainable Investment Hierarchy, this recommendation generally fits with making better use of existing capacity, although certain schemes may also require targeted infrastructure improvements. Improvements in quality and accessibility may also deliver mode transfer, therefore additionally fitting with reducing the need to travel unsustainably.

This recommendation would contribute to five 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;
- Get people and goods to where they need to get to; and
- Be safe and secure for all.

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	+	++	+	+	+	+	+	+	+	++	+	+++	+	+	+

Improved public transport passenger interchange facilities could have an overall major positive benefit in relation to the Equalities Impact Assessment, with a positive benefit in relation to many of the other STPR2 Transport Planning Objectives, STAG criteria and Statutory Impact Assessment criteria.

It could reduce barriers to public transport use, especially for those with reduced mobility or impaired vision or hearing and for those who are neurodiverse. For example, improved facilities could include:

- Step free access and clear pathways without barriers, including visual aids to assist in navigating through interchanges;
- Contrasting floor finishes to distinguish between different parts of an interchange, with greater provision of priority seating and the provision of quiet areas where possible;
- Improved wayfinding to passenger assistance and information points, including the provision of emergency buttons in key locations where passengers may require assistance;
- Use of audio-visual announcements and other improvements to how information is provided to passengers, whilst noting that too much information could represent sensory overload for someone with autism;
- Better communication of service departure times, with any delays and alternative travel arrangements communicated regularly in a manner that gives passengers time to understand and respond to these changes; and
- Information about interchanges that is available in advance of journeys being taken, to allow passengers to better understand what to expect when they arrive.

By increasing the quality of passenger facilities, this would also improve the travel experience, especially benefiting those who do not have access to a car, particularly those from the most deprived households. Therefore, this recommendation would deliver equality and inclusivity benefits.

It would also build on Scotland's Accessible Travel Framework and Delivery Plan[vi] and on recommendation 19 covering infrastructure to provide access for all at railway stations.

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.
▪ **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.
▪ **Safety and Security:** Scotland's transport system needs to be safe. Whilst the number of road accident casualties reduced by 11% between 2017 and 2018[vii], the number of fatalities has increased. Women and disabled people in particular feel vulnerable when using public transport – particularly at bus stops, train stations or other transport interchanges.
▪ **Changing Travel Behaviour:** changing people's travel behaviour to use more sustainable modes would have a positive impact on the environment, as well as health and wellbeing.

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
▪ Clyde Metro (11);
▪ Edinburgh and South East Scotland Mass Transit (12);
▪ Aberdeen Rapid Transit (13);
▪ Supporting integrated journeys at ferry terminals (18);
▪ Infrastructure to provide access for all at railway stations (19);
▪ Framework for the delivery of mobility hubs (22);
▪ Smart, integrated public transport ticketing (23); and
▪ Major station masterplans (43).
Other areas of Scottish Government activity
▪ Access for All[viii] (a UK Government scheme, with details also provided by Network Rail[ix]);
▪ Accessible Travel Framework and Delivery Plan[x];
▪ Climate Change Plan 2018 - 2032 Update[xi];

- City Region Deals[xii];
- Regional Growth Deals[xiii];
- Local Rail Development Fund (LRDF)[xiv]; and
- Low Carbon Travel and Transport Challenge Fund[xv].

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 level of contribution to the net zero target would depend on the nature and the location of the passenger facilities. However, research by Transport Focus[xvi] indicated that station redevelopment can lead to substantially higher passenger satisfaction, with research also indicating passenger benefits from an enhanced bus waiting environment[xvii]. This in turn could result in some modal transfer from car, although the overall environmental benefits are likely to be small unless this recommendation is combined with other recommendations. Overall, this recommendation is expected to have a minor positive impact on this objective in both Low and High scenarios.

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

This recommendation would deliver improved inclusivity by increasing the accessibility of public transport, particularly for those with reduced mobility, but also for those with impaired vision or hearing and for those who are neurodiverse. By increasing the quality of passenger facilities, this would improve the travel experience for those who do not have access to a car, particularly those from the most deprived households. No direct impact on affordability is expected, except where improved accessibility reduces the need for car ownership.

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

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

Low Scenario	High Scenario
+	+

Where facilities are associated with improved placemaking and urban realm, these could enhance communities as places. However, most benefits are likely to result from the greater inclusivity of the transport system, with the increased accessibility of facilities improving the health and wellbeing of those with reduced mobility or with impaired vision or hearing and those who are neurodiverse.

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

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

Low Scenario	High Scenario
+	+

Improved passenger facilities are likely to increase the attractiveness and accessibility of travelling by public transport, which may increase the perceived level of integration. However, the overall benefits are likely to be small unless this recommendation is combined with other recommendations.

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

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

Low Scenario	High Scenario
+	+

While improved passenger facilities are unlikely to impact directly on reliability and resilience, if Real Time Passenger Information (RTPI) was provided, this could result in benefits from a reduced perception of unreliability, and this recommendation could also enhance perceived and actual safety and security, through improved lighting and CCTV

coverage, passenger assistance and better accessibility for those with reduced mobility or with impaired vision or hearing or those who are neurodiverse.

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

2. Climate Change	
Low Scenario	**High Scenario**
+	+

The level of contribution to reducing greenhouse gas emissions, and hence climate change, would depend on the nature and the location of the passenger facilities. However, research by Transport Focus indicated that station redevelopment can lead to substantially higher passenger satisfaction, with research also indicating passenger benefits from an enhanced bus waiting environment. This in turn could result in some modal transfer from car, although the overall environmental benefits are likely to be small unless this recommendation is combined with other recommendations.

The impact on the vulnerability to effects of climate change and the potential to adapt to effects of climate change are expected to be neutral.

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

3. Health, Safety and Wellbeing	
Low Scenario	**High Scenario**
+	+

Where facilities are associated with improved placemaking and urban realm, these could enhance communities as places, improving wellbeing. In addition, the increased accessibility of facilities could improve the wellbeing of those with reduced mobility or with

impaired vision or hearing and those who are neurodiverse, also delivering better access to healthcare and wellbeing infrastructure. However, impacts on health are likely to be more limited.

Improved passenger facilities could increase perceived and actual safety and security, through improved lighting and CCTV coverage, passenger assistance and better accessibility for those with reduced mobility or with impaired vision or hearing or those who are neurodiverse. If schemes can reduce car use, there may additionally be a minor positive impact on accidents. However, the impacts on visual amenity would depend on the location and the nature of the scheme.

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

4. Economy

Low Scenario	High Scenario
+	+

Congestion is estimated to have cost the UK economy £6.9 billion in 2019[xviii], so action taken to increase the attractiveness of public transport and increase modal transfer from the car would be beneficial to the economy. Actions taken to reduce the disbenefits associated with the waiting environment could also improve accessibility to employment and education for those without access to a car and for those with reduced mobility or with impaired vision or hearing or those who are neurodiverse, thereby helping to deliver inclusive growth.

Although there is the potential for positive wider economic impacts in terms of increased employment for those from more deprived households (see also Equality and Accessibility), the impact on specific locations is expected to be limited and the impact on specific markets is expected to be neutral.

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

5. Equality and Accessibility

Low Scenario	High Scenario
++	++

This recommendation would lead to improved inclusivity by increasing the accessibility of public transport, particularly for those with reduced mobility, but also for those with impaired vision or hearing and those who are neurodiverse. By increasing the quality of passenger facilities, this would also improve the travel experience for those who do not have access to a car, particularly those from the most deprived households. Therefore, the

recommendation would have a positive impact on comparative access for affected groups and affected locations.

While improved passenger facilities would not change actual public transport network coverage, they could potentially increase the perceived level of integration, thereby improving perceptions of the reach of the public transport network, delivering some benefits in respect to perceived public transport network coverage.

However, no direct impact on affordability is expected, except where improved accessibility reduces the need for car ownership, and the recommendation is unlikely to affect active travel network coverage.

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

3.3. Deliverability

1. Feasibility

Low Scenario	High Scenario
+	+

The improved public transport passenger interchange facilities recommendation covers schemes that are proven concepts and are generally readily feasible, subject to local characteristics and the scale of the intervention, although providing full accessibility at certain locations may prove challenging.

2. Affordability

Low Scenario	High Scenario
-	-

Individual schemes may be relatively affordable and, in some cases, may attract part-funding from another organisation, such as Network Rail. There may also be income generated through rental of commercial space to cafés and retail outlets if these are included in the enhancements. While costs for the implementation of a fully accessible public transport network would be substantial, it has been assumed that this recommendation would be limited to the provision of targeted improvements.

3. Public Acceptability

Low Scenario	High Scenario
++	++

The public acceptability of new or upgraded facilities may depend on their location and

scale. However, the recommendation should generally be highly acceptable to the public, especially where there is no land-take, with research by Transport Focus[xix] showing that station redevelopment can lead to substantially higher passenger satisfaction.

3.4. Statutory Impact Assessment Criteria

1. Strategic Environmental Assessment (SEA)

Low Scenario	High Scenario
+	+

This recommendation would likely result in positive impacts on the SEA objectives relating to reducing greenhouse gas emissions (Objective 1) and improving air quality (Objective 3). The enhancements proposed in this recommendation seek to encourage modal shift to more sustainable travel means. The recommendation seeks to improve the mobility of passengers and access for all to essential services, with a focus on improved safety (for example improved lighting and CCTV), reducing barriers for passengers with reduced mobility and creating an attractive public realm. It therefore scores positively in the SEA objectives relating to quality of life (Objective 4), improving the public realm (Objective 6) and improving safety (Objective 7). It would have a positive effect on existing transport infrastructure (Objective 8) as it seeks to improve existing public transport interchanges.

Depending on the location and nature of facilities and station enhancements, there is potential for negative environmental impacts during construction and operation of the improvements, particularly on the water environment, biodiversity, soil, cultural heritage and landscape and visual amenity (Objectives 10 to 14). It is therefore recommended that further environmental assessment is undertaken when the locations of new infrastructure are identified in order to identify potentially significant location and design-specific environmental effects and mitigation where appropriate.

The recommendation is related to, but unlikely to have any effect on the achievement of SEA Objective 2 (climate adaptation), Objective 5 (noise and vibration) or Objective 9 (material assets) and is therefore considered neutral.

Overall, 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
+++	+++

All travellers with protected characteristics would benefit from improved passenger facilities, but there would be a specific beneficial impact from fewer barriers to travel for those with reduced mobility. In particular, step-free access at stations would improve transport choices for people who are currently excluded, and improved facilities may also benefit those with impaired vision or hearing and those who are neurodiverse.

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

3. Island Communities Impact Assessment (ICIA)

Low Scenario	High Scenario
+	+

The stakeholder engagement carried out for STPR2 indicated that passengers travelling to/from/between islands can sometimes face long wait times before the next onward mode of travel, so enhancements to passenger waiting facilities would benefit island communities.

This recommendation is therefore expected to have a minor 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
+	+

While this recommendation is not targeted directly at children and young people, improved passenger facilities could have a beneficial impact for them, given that those under 17 are not able to drive and improved facilities would increase the attractiveness of public transport. In addition, the enhancements would improve actual and perceived personal security through the provision of CCTV.

This recommendation is therefore 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
+	+

There could be a beneficial impact on tackling inequality. The 2019 Scottish Household Survey[xx] indicated that 48% of the most deprived households (Scottish Index of Multiple Deprivation quintile 1) do not have access to a car, so actions taken to improve passenger facilities would improve the travel experience for those with fewer alternative travel options.

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

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