



# STRATEGIC TRANSPORT PROJECTS REVIEW

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 36 – Strategy for improving rest and welfare facilities for hauliers

#### Recommendation Description

This recommendation aims to provide a strategy for improving roadside facilities within Scotland, boosting driver welfare and tackling the effects of the driver shortages.

Across Europe, the average age of drivers is increasing, and the [HGK driver market is struggling to attract workers to the industry, with long working hours, inadequate driver facilities, and safety and security cited as key issues](#)<sup>i</sup>. This challenge has been further exacerbated by a [reduction in the number of EU-national drivers operating within the UK post-Brexit](#)<sup>ii</sup>, as well as the [suspension of HGK driver tests during the COVID-19 pandemic](#)<sup>iii</sup>. National media attention was brought to this issue in 2021, as the UK suffered from a shortage of between 60,000 to 100,000 drivers.

The road haulage sector is a critical part of the Scottish supply chain, and several studies have highlighted the value of freight on Scotland’s key trade routes, [with the A9 for example carrying £19 billion worth of goods per annum](#)<sup>iv</sup>. It is therefore vital to the Scottish economy that a strategy is implemented to improve driver facilities and attract more drivers to the sector.

This recommendation initially outlines the need for a review of current National Freight Parking/rest areas, with a view to develop more safe, secure, accessible and inclusive facilities across Scotland. This would inform long-term investment in driver welfare infrastructure. Alongside this recommendation there would be close integration with Recommendation 28 – to inform the delivery of an alternative fuel infrastructure network where co-location of alternative fuelling with lorry rest and welfare facilities may be appropriate and in the delivery of Recommendation 27 – the strategic net zero freight and logistics network.

### 1.2. Relevance

#### Relevant across Scotland

A strategy for improving rest and welfare facilities for hauliers would be relevant to the HGK driver market across Scotland and ongoing welfare concerns around road freight users. In particular:

- Businesses and consumers, who in the long-term would benefit in a reduction in freight costs if the HGK driver shortage is reduced by this intervention;
- Transport operators, who would benefit from more drivers joining the industry; and
- HGK drivers, who would experience improved working conditions.

### 1.3. Estimated Cost

**£N/A until Baseline Audit is completed**

Costs are unknown until the Phase 1 baseline audit of the current provision is completed.

### 1.4. Position in Sustainable Investment Hierarchy

#### Targeted infrastructure improvements

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.
- Adapt to the effects of climate change
- Promote greener, cleaner choices.
- Be safe and secure for all.
- Get people and goods to where they need to get to.
- Be reliable, efficient and high quality.

### 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	0	0	+	+	+	0	0	++	0	+	0	+	+	0	+
High Scenario	0	0	+	+	+	0	0	++	0	+	0	+	+	0	+

This recommendation makes an overall neutral to minor positive contribution to the STPR2 Transport Planning Objectives (TPOs), STAG criteria, and most of the Statutory Impact Assessment criteria. It has a moderate positive impact on the health, safety and wellbeing. This assessment conclusion is based on a wide body of evidence from other locations in the UK and beyond where similar schemes have been implemented successfully.

Driver rest and welfare facilities particularly contribute to objectives for health, safety and wellbeing, as well as for accessibility and social inclusion and place making.

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

- **Future Skilled Workforce:** an increasing number of workers in the transport sector are retiring or leaving the industry. The labour market is facing concerns related to the loss of technical and commercial skills and expertise, an ageing workforce and how new staff can be attracted and retained.
- **Trade and Connectivity:** transport is crucial for trade and competitiveness, within Scotland, across the UK and internationally.

### 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

- Behavioural change and modal shift for freight (27)
- Zero emission vehicles and infrastructure transition (28)
- Access to Stranraer and the ports at Cairnryan (40)
- Rail freight terminals and facilities (44)

#### Other areas of Scottish Government activity

- [Revised Draft Fourth National Planning Framework](#) (Revised Draft NPF4)<sup>v</sup>;
- [The Place Principle](#)<sup>vi</sup>; and
- [Fair Work Convention](#)<sup>vii</sup>.

### 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

<b>1. A sustainable strategic transport system that contributes significantly to the Scottish Government’s net-zero emissions target</b>	
<b>Low Scenario</b>	<b>High Scenario</b>
0	0

A strategy to implement improved rest and welfare facilities for hauliers would have no contribution to Scottish Government’s net-zero emissions target. There may be opportunities to install alternative fuel infrastructure (such as electric vehicle charging, liquified/compressed natural gas fuelling) as part of truck stop re-developments identified within the strategy, however this is captured as part of Zero emissions vehicles and infrastructure transition (Recommendation 28).

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

<b>2. An inclusive strategic transport system that improves the affordability and accessibility of public transport.</b>	
<b>Low Scenario</b>	<b>High Scenario</b>
0	0

This recommendation is not considered to be of direct relevance to this TPO. This recommendation is therefore expected to have a neutral 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
+	+

A strategy to implement improved rest and welfare facilities for hauliers would help to preserve local amenity by, for example, removing unwanted and inappropriate parking and lorry stacking from villages/towns/residential areas.

This aligns with [Scottish Government’s Place Principle](#), wherein “traffic and parking arrangements allow people to move around safely and meet the community’s needs”<sup>viii</sup>. Parking facilities for HGVs would need to be located at suitable locations, including at industrial estates, key manufacturing facilities, rail freight terminals, ferry terminals, major ports and airports and national development sites.

Furthermore, this recommendation would look to provide improved access to health and wellbeing infrastructure. This general improvement of facilities would improve the health, safety and wellbeing of lorry drivers, aligning with the Scottish Government’s Fair Work convention.

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
+	+

A strategy to implement improved rest and welfare facilities for hauliers, and the actions generated by this review, would aim to address the shortage in HGV drivers. [Driver shortages reduce the competitiveness of Scottish businesses, by increasing costs for commercial transport, as well as increasing prices across the economy, which is felt by Scottish citizens through higher prices for food](#)<sup>x</sup> and other goods.

[The improvement of facilities was identified by the road haulage sector](#)<sup>x</sup> as an opportunity for economic recovery post-COVID-19, [with a study](#)<sup>xi</sup> [from the USA indicating that truck stops can represent agglomeration benefits for surrounding trucking-related industries](#). Facilities could be therefore be strategically located to harness the economic benefits to local communities. However, it is not fully understood how this would translate to the Scottish economy.

As it is difficult to assess the value of constructing truck stops to the Scottish economy, as well as the impact it would have on attracting new workers to the sector, 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
+	+

A strategy to implement improved rest and welfare facilities for hauliers, and their subsequent construction, would aim to address the shortage in HGV drivers. Currently, the challenge is straining the industry, making reliable, consistent services more difficult to provide by logistics operators, and making the supply chain more resilient to demand and supply shocks.

There may also be benefits to safety and security, as the strategy would look to increase provision of facilities across Scotland, as well as providing facilities with adequate CCTV, lighting and security fencing to protect drivers and their freight.

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
0	0

See Strategic Environmental Assessment (SEA) below.

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

**2. Climate Change**

Low Scenario	High Scenario
0	0

A strategy to implement improved rest and welfare facilities for hauliers would have no contribution to greenhouse gas emissions, vulnerability to the effects of climate change, or the potential to adapt to the effects of climate change. There may be opportunities to install alternative fuel infrastructure (such as electric vehicle charging, LNG/CNG fuelling) as part of truck stop re-developments identified within the strategy, however this is captured as part of Zero emissions vehicles and infrastructure transition (Recommendation 28).

It could also be noted that additional truck parking would be required to provide safe stopping points for drivers during disruptive weather, which would become more common due to climate change.

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

### 3. Health, Safety and Wellbeing

Low Scenario	High Scenario
++	++

A strategy to implement improved rest and welfare facilities for hauliers would identify gaps in safety and welfare provision on the Scottish road network, with a view to improving access to health and wellbeing infrastructure. This general improvement of facilities would improve the health, safety and wellbeing of lorry drivers, aligning with the Scottish Government’s Fair Work convention. The lack of protection provided to drivers utilising lay-bys and on-street parking makes them a target for theft, and therefore it is paramount to provide adequate parking, with lighting, CCTV and security fencing.

The addition of suitable rest and welfare facility provision for hauliers would also help to improve overall safety on the road network, by allowing drivers to take their statutory breaks in the optimum locations for their operations. This would reduce driver fatigue and reduce the number of drivers driving over their legal periods, which could lead to fewer accidents.

Given the nature of the recommendation (developing a strategy to inform decision making for improvements to rest and welfare facilities for freight) the recommendation is not likely to result in significant effects on visual amenity.

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

### 4. Economy

Low Scenario	High Scenario
0	0

The improvement of facilities was identified by the road haulage sector as an opportunity for economic recovery post-COVID-19, [with a study<sup>xii</sup> from the USA indicating that truck stops can represent wider economic benefits for surrounding trucking-related industries.](#) Facilities could be therefore be strategically located to harness the wider economic benefits to local communities. However, it is not fully understood how this would translate to the Scottish economy.

This recommendation would not impact on Transport Economic Efficiency (TEE).



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

### 5. Equality and Accessibility

Low Scenario	High Scenario
+	+

The improvement of facilities would lead to an improvement in comparative accessibility. The strategic review would identify which areas in Scotland are underserved by lorry parking stops, providing support to those that may have been disadvantaged, such as rural areas.

Furthermore, the assessment provides the opportunity to cater towards socially excluded groups. Currently, the HGV driver market is primarily made up of older males, with only 1% of the workforce being women. Providing parity in the provision of services, for example, could be an effective tool in removing stereotypes around the sector, and attracting new workers.

This recommendation would not impact on active travel network coverage or public transport network coverage, nor would it impact on transport affordability.

Also refer to EqIA/ICIA/FSDA/CRWIA Assessment overleaf.

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

### 3.3. Deliverability

#### 1. Feasibility

The delivery of a strategy for improved rest and welfare facilities for hauliers is very feasible to deliver, with similar studies being carried out within England on behalf of the Department for Transport and National Highways in recent years.

The feasibility of construction and operation also performs well against this criterion, with new service stations being built at Leeds and Rugby in 2019-2020, as well as a Truckstop at Rothwell. Within Scotland, works are currently being undertaken to overhaul services at Musselburgh.

Any further development in this area is likely to involve public and private sector collaboration, where there has been a long-standing working relationship established.

Feasibility of this intervention would be enhanced where Scottish Government could assist with streamlining the planning process and linkage to the relevant trunk road sites in question.

## 2. Affordability

The delivery of a strategy for improved rest and welfare facilities for hauliers would be a relatively low-cost intervention for the promoting authority (Transport Scotland).

The implementation of the actions within the strategy has an unknown cost until the baseline study of provision and need is completed. The use of public sector funds for new rest stops is only likely to be used where there is a market failure to provide adequate facilities. However, private sector partnerships would be possible for the provision of new truck stops, or at least for the provision of alternative fuelling facilities as part of a wider network construction programme (Recommendation 27 and 28).

The development of appropriate rest and welfare facilities (alongside alternative fuelling facilities where appropriate) should be viewed as critical infrastructure. As such where there is market failure to provide the appropriate facilities there is a role for Transport Scotland to meet this requirement in order that the critical safe movement of goods can be facilitated within Scotland.

## 3. Public Acceptability

The need for additional lorry parking was brought forward in several responses to the public consultation for STPR2. Three direct references were made by respondents across the country, and more specifically in the Highland and Islands, Edinburgh and South East Regions.

The need for rest and welfare facilities, which in many cases are shared with private vehicles, would be recognised/welcomed and the public is likely to be supportive of identifying gaps in geographic provision and improving current facilities.

On the other hand, the development of several truck stops within the UK have been halted or cancelled due to issues raised by the local community at consultations.

### 3.4. Statutory Impact Assessment Criteria

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

Low Scenario	High Scenario
0	0

This recommendation is likely to result in positive effects on SEA objectives related to quality of life and safety (Objectives 4 and 7), particularly in relation to improving safety on the transport network and access to essential services. The recommendation is related to, but unlikely to have any effect on, reducing greenhouse gas emissions (Objective 1), developing high quality places (Objective 6) and the sustainable use of the transport network (Objective 8) and is therefore considered neutral.

Given the nature of the recommendation, auditing to inform decision making for improvements to rest and welfare facilities for freight, the recommendation has no (or negligible) clear link to the achievement of many of the SEA Objectives. This includes climate adaptation (Objective 2), air quality (Objective 3), noise and vibration (Objective 5), and Objectives related to natural resource usage, the water environment, biodiversity, soil, cultural heritage and landscape and visual amenity (Objectives 9 to 14).

Following future decision making, it is recommended that rest stop proposals should be further assessed, in order to identify potentially significant location-specific environmental effects and mitigation where appropriate.

Overall, this recommendation is expected to have a neutral effect on this criterion in both the Low and High scenarios.

#### 2. Equalities Impact Assessment (EqIA)

Low Scenario	High Scenario
+	+

This recommendation provides a pre-requisite to establish an evidenced action plan for freight stops to be planned, managed, and delivered in the future. Although there is no direct benefit to the wider community, the development of safer and more inclusive facilities at lorry parking and rest stops could have a positive impact for those employed in the freight industry. In particular, women and other drivers with protected characteristics who are significantly underrepresented in the road haulage industry and could have greater security concerns and needs for certain specific welfare facilities.

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

### 3. Island Communities Impact Assessment (ICIA)

Low Scenario	High Scenario
+	+

Although there is no direct benefit of the freight stop audit to the islands, the study would provide an evidence base for the planning, management and delivery of freight stop facilities in the future. Adequate provision of quality freight stops could protect freight routes to the islands and ensure access to goods.

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

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

Low Scenario	High Scenario
0	0

There is no direct benefit of the recommendation on children.

Therefore, this recommendation is expected to have a neutral impact on this criterion in both Low and High scenarios.

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

Low Scenario	High Scenario
+	+

Although there is no direct benefit of the grouping with regards to the FSDA, future provision of freight stop facilities would protect freight routes and ensure access to goods, which is particularly important for remote areas such as rural locations.

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

## References

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- i <https://www.rha.uk.net/LinkClick.aspx?fileticket=IC10C-FWmVo%3D&portalid=0&timestamp=1627564639720>
- ii <https://www.bbc.co.uk/news/57810729>
- iii <https://www.gov.uk/government/topical-events/hgv-driver-shortage-uk-government-response/about>
- iv <https://www.transport.gov.scot/media/6728/a9-dualling-programme-case-for-investment-public-version-final-draft-22-august-2016-final.pdf>
- v Scottish Government, Scotland 2045: Our Fourth National Planning Framework, 2022, <https://www.transformingplanning.scot/national-planning-framework>
- vi <https://www.gov.scot/publications/place-principle-introduction/>
- vii <https://www.fairworkconvention.scot/>
- viii <https://placestandard.scot/guide/full>
- ix <https://www.theguardian.com/business/live/2021/aug/26/uk-shortages-supply-chains-jobs-cars-ftse-100-sterling-dow-business-live>
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