

Edinburgh and South East Scotland City Region Deal Joint Committee

2 pm, Tuesday, 3 September 2019

City Region Deal Regional Transport Appraisal Board Update

Item number

Executive Summary

The upgrading of existing transport infrastructure is a key element of the City Region Deal theme of 'Removing the physical barriers to growth'. This report summarises progress on the current and planned input of the Transport Appraisal Board (TAB) to emerging national policy and strategy, and the current position at regional level, with particular regard to the impact of Scottish Ministers' rejection of the submitted strategic development plan for the region (SESplan 2). The report then outlines work currently being undertaken to identify and co-ordinate a comprehensive inventory of programmed and potential transport interventions to support the full range of City Deal themes. It concludes with a summary of the priorities and work programme for the TAB over the short to medium term; and which will include further reporting to the Joint Committee.

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City Region Deal Checklist

Criteria	Details/Link to Document
Contribution to City Region Deal commitments and Inclusive Growth Framework	<p>The upgrading of transport infrastructure will increase connectivity and ease of access across the region through reduced journey times and, in some instances, greater modal choice. This will provide better linkages between existing as well as planned new residential areas and centres of employment and training. The work of the TAB can ensure that the City Region provides co-ordinated and effective input to emerging national planning and transport policy and strategy.</p> <p>The TAB will support City Region Deal ambition to accelerate inclusive growth in communities across the region.</p>
Alignment, integration with, or dependence on, other City Region Deal activities	<p>The TAB, through co-ordinating a comprehensive inventory of programmed and potential transport interventions, ensures alignment with and provides the most effective support for, the aims, objectives and outcomes of the housing, data driven innovation, and integrated regional employability and skills programme themes.</p> <p>The TAB will align closely with the regional housing programme and specifically to workstreams on strategic sites, infrastructure and land. This integration can support the delivery of seven well-connected strategic sites and help to deliver healthier, fairer and more sustainable communities.</p>
Scale and regional distribution of expected outcomes, benefits, and leverage, from activity	<p>In addition to ensuring progress on the two specifically named City Deal document projects at A720 Sheriffhall and West Edinburgh, the TAB will provide the support to ensure that the transport interventions are identified to maximise the benefits of projects / initiatives implemented under each of the City Deal themes.</p>
Compliance with financial requirements and agreed expenditure profile	<p>The TAB is operating within the financial requirements and profile of the City Region Deal.</p>
Equalities Impact	<p>(See part 5 of main report).</p>
Anticipated significant risks and mitigation measures	<p>A list of the significant risks anticipated by the TAB and associated mitigation measures form Appendix A to this report.</p>
Alignment and fit with City Region Deal governance arrangement	<p>The TAB has been established, and operates, in accordance with the approved City Deal governance arrangements.</p>
PMO check	<p>All information provided.</p>
Government approval	<p>The content and recommendations of this report are in accordance with the terms of the City Deal as approved by all partners: therefore, government approval is not required.</p>

Partner sign-off	Not required for this report as no specific project propositions are included.
Advisory Board sign off	Report signed off by the TAB on 21 August 2019.
Executive Board sign off	Agreed at meeting of 22/08/2019, following Advisory Board sign off.
PMO Recommendation	That the Joint Committee approve the recommendations in the report.

Report

City Region Deal Regional Transport Appraisal Board Update

1. Recommendations

- 1.1 To note the emerging national and regional transport and planning strategies and programmes, and the role of the Transport Appraisal Board in providing City Deal input.
- 1.2 To note the extent of progress on projects at A720 Sheriffhall Junction and West Edinburgh.
- 1.3 To note the terms of the prospective work programme of the Transport Appraisal Board as set out in this report.
- 1.4 To note that individual proposals, once prepared, will be presented to this Joint Committee for approval.
- 1.5 To require further regular update reports on the work of the Transport Appraisal Board.

2. Background

- 2.1 A report on the establishment of the Transport Appraisal Board (TAB) was considered by the Joint Committee on 1 March 2019. It summarised the agreed aims, objectives and strategic actions to maximise transport connectivity across the region, and to most effectively support the agenda for securing inclusive growth. The Joint Committee approved the establishment of the TAB on these terms, appointed the Chair, and noted that individual proposals, once prepared, would be presented to the Joint Committee for approval.

3. Main report

3.1 This report provides:

- An update on emerging national and regional transport and planning strategies and programmes;
- An update on the two major transport named City Region Deal projects at A720 Sheriffhall Junction and West Edinburgh;
- Information on progress to establish the full range of programmed and potential transport interventions to support all City Deal themes; and
- Information on the prospective work programme of the TAB.

National and Regional Transport and Planning Context

3.2 The Scottish Government's **draft National Transport Strategy (NTS)** was published on 31 July 2019 for a public consultation which ends on 23 October 2019. This extensive document provides *"A vision for Transport in Scotland" comprising four key priorities which are "Promotes equality: Tackles climate action: Helps our economy prosper: Improves our health and well-being"*. These are further developed through 12 specific outcomes, 14 policies and 38 'enablers' to develop the policies. In its section on new governance arrangements the draft NTS states:

"Our future transport governance arrangements should be on the basis of some form of regional model allowing for variations in approach between different geographic regions".

"From a transport perspective, a regional approach to governance provides an effective means of addressing cross-boundary issues and reflecting travel to work catchments. Moreover, a strong regional approach to transport with alignment with economic, planning, marine planning, and housing objectives support approaches to place-shaping".

The draft NTS also sets out two specific 'hierarchies' which will have significant impact on investment priorities. The Sustainable Travel Hierarchy identifies 'Walking and Wheeling' as the top priority followed in order by:

"Cycling, public transport, taxis and shared transport, and private car". The complementary Sustainable Investment Hierarchy has, as its top priority *"Reduces the need to travel unsustainably"*, followed in order by *"Maintaining and safely operating existing assets, Make better use of existing capacity, Targeted infrastructure improvements"*.

The City Region Deal TAB is considering the draft NTS consultation document and will prepare a response to Transport Scotland for approval by the City Region Deal Executive Board. It is likely that individual City Region Deal partners will wish also to submit their own response to the consultation.

3.3 The draft NTS makes reference to the **second Strategic Transport Projects Review (STPR2)** which Transport Scotland is currently preparing. STPR2 will set out a 20-year plan for transport investment having regard to the strategic priorities

of the NTS and in accordance with the Sustainable Travel and Investment hierarchies referred to above. The scope of STPR2 is not just infrastructure projects, rather it is a wide-ranging appraisal of future transport interventions across Scotland. It will take a national view with a regional focus and follow an objective-led appraisal process as set out in Transport Scotland's Strategic Transport Appraisal Guidance (STAG). Work by Transport Scotland and appointed consultant team started on STPR2 earlier this year and a series of Regional Problem and Opportunity workshops took place at venues across Scotland earlier this summer. This included three workshops in the Edinburgh and South-East Scotland Region which were attended by a number of TAB members. Further regional workshops will be undertaken in the Autumn with a focus on options. These regional workshops are complemented by other activities, including national workshops and online public survey to follow in due course.

To support the regional approach to STPR2 Transport Scotland has established a network of **Regional Transport Working Groups** (RTWGs) to help guide and inform the work. Committee Members may recall this was covered in the previous report of 1 March 2019 referred to above. This includes the Edinburgh and South East Scotland RTWG which has met as a standalone group in April and August of this year comprising initial engagement on STPR2 matters relevant to this City Deal region and to inform arrangements for the regional workshop. RTWG membership includes representation from the six local authorities in the region, City Region Deal PMO, SEStran, SESplan and social equity/inclusion representation currently under consideration by local authority members. Transport Scotland expect to produce the initial 'long list' of proposed interventions later this year, for appraisal in the period January to August 2020, and final reporting by December 2020.

- 3.4 Concurrent with work on the NTS and STPR2, the Scottish Government has also recently established the **Infrastructure Commission for Scotland** (ICS), with a remit to provide the Scottish Government with independent informed advice on the vision, ambition and priorities for a long term 30-year strategy for infrastructure in Scotland, to meet its future growth and societal needs. Following the ICS' Initial Call for Evidence in March of this year, the City Deal Executive Board made a submission which noted 'inter alia' the close alignment between the key drivers and overarching objectives of the ICS and those of the Edinburgh and South East Scotland City Deal; and recommended that priority areas for investment need to be informed by the kind of comprehensive strategy, including rigorous evaluation and assessment, which is being developed and implemented in City Region Deal areas such as Edinburgh and South East Scotland.
- 3.5 The changing national and regional planning context is also particularly relevant to all aspects of the City Deal, including transport. The outcome of the Scottish Parliament's consideration of the **Planning Bill** in June 2019 is that there will no longer be a statutory requirement for the preparation of strategic development plans. The new **Scottish Government National Planning Framework, 4th edition** (NPF4) will have the status of being part of the statutory development plan (along with the relevant local development plan) for an area. NPF4 will provide a context

for non-statutory regional development strategies to be prepared. In addition, NPF4 will include “*targets for the use of land in different areas of Scotland for housing*”, thereby introducing a regional directive element. The infrastructure consequences of that housing target will need to be considered in the City Deal strategy through its proposed ‘Regional Growth Framework’. Committee Members will be aware that in June 2019, Scottish Ministers rejected SESplan2, one of the primary reasons being their consideration that the spatial strategy is not supported by an adequate or timely transport appraisal. Accordingly, the inclusion of a robust transport component as part of the emerging ‘Regional Growth Framework’ for the City Deal is essential.

- 3.6 The climate emergency, Scottish Government’s Climate Change Bill and target date of 2045 for reaching net-zero emissions will present challenges and opportunities around the delivery of transport infrastructure and the decarbonisation of transport network / systems
- 3.7 The regional transport partnership for South East Scotland (SEStran) is a statutory body which is charged with a responsibility to prepare and keep up to date a regional transport strategy. **SESran’s Business Plan for 2019/20** includes the first stage of a re-write of the current **Regional Transport Strategy (RTS)**. That work is at an early stage with a Main Issues Report for consultation due by March 2020. Discussions at officer level with SEStran have highlighted that work related to the City Deal TAB should be aligned with the statutory existing and emerging RTS.

A720 Sheriffhall Junction

- 3.8 The Joint Committee received an update about this project from Transport Scotland at its meeting in June 2019. In summary, key milestones in 2018/19 include the completion of ground investigation works, extensive consultation undertaken with active travel stakeholders regarding provision for non-motorised users, and significant progress made with the detailed development and assessment of the preferred option as part of the Design Manual for Roads and Bridges Stage 3 assessment, with a view to publishing draft Orders later in 2019 for formal comment. Transport Scotland will continue to advise of progress through TAB.

West Edinburgh

- 3.9 As outlined in the Final Deal document, the Scottish Government is committed to investing £20m to support public transport infrastructure improvements identified by the West Edinburgh Transport Appraisal. The City of Edinburgh Council is also committed to providing funding of £16m for public transport improvements in West Edinburgh and continues to collaborate with West Lothian Council on the delivery of this strategic cross boundary project.
- 3.10 During the first quarter of 2019, the City of Edinburgh Council has been developing a model to further prioritise the measures set out in the 2016 West Edinburgh Transport Appraisal (WETA) refresh report. The City of Edinburgh Council has identified that its contribution should focus both on public transport infrastructure improvements and active travel to deliver against a range of strategic and policy

objectives. This prioritisation work is still in progress and cannot be concluded until partner organisations have been consulted and the emerging measures considered in more detail. In parallel with the development of the prioritisation model the Council has also commenced the development of a Programme Delivery Plan. Although the overall construction delivery schedule is not known at this time, it is anticipated that the works can be completed within three years from commencement allowing for a phased approach. Approval from the Transport Appraisal Board will be sought at every key stage of the Delivery Plan.

Projects / Initiatives Related to other City Deal Themes

- 3.11 An essential part of the current work being undertaken by the TAB is the assessment of the full range of transport and transport-related projects and initiatives across all of the City Region Deal themes. Establishing an overall inventory of programmed and potential projects will not only ensure that projects are not 'missed' but will also enable a rational and informed assessment to be made about such matters as appraisal/business case development, programming, priorities, funding opportunities and options, procurement, linkages between projects, and implementation. This priority work is ongoing and will be the subject of a report to the Joint Committee at an early date.
- 3.12 The TAB can align closely with the Regional Housing Board, work programme and specifically to workstreams on strategic sites, infrastructure and land. This integration could support the delivery of over 45,000 homes across seven well-connected strategic sites and help to deliver healthier, fairer and more sustainable communities.
- 3.13 Greater integration across City Region Deal policy themes including transport, skills and innovation is essential to support the emerging Regional Growth Framework and the growth requirements of the region and to deliver new communities which deliver the quality of place that ensures the South East of Scotland is a desirable place for people to live and for businesses to invest.

Short and Medium Term Work Programme

- 3.14 The City Deal document provides a statement of the purpose and remit of the TAB. In accordance with that, at a more detailed level, the work programme for the TAB over the next 12 to 18 months is expected to include the following:
- Engagement with Scottish Government / Transport Scotland in the preparation of the National Transport Strategy which is currently out for public consultation and will be finalised by the end of 2019;
 - Engagement through the RTWG with Transport Scotland and their consultants in the preparation of the second Strategic Transport Projects Review (STPR2);
 - Engagement with the Infrastructure Commission for Scotland, maintaining and further promoting that transport infrastructure can most effectively be identified and implemented at regional level through City Region Deals;

- Provide the transport input to the Regional Growth Framework and Regional Spatial Strategy with particular reference to SEStran’s emerging statutory regional transport strategy;
- Monitor progress on Transport Scotland’s A720 Sheriffhall Junction scheme;
- Support lead partners in taking forward proposals at West Edinburgh;
- Prepare and maintain an up to date inventory of programmed and potential City Deal transport projects / initiatives;
- Ensuring a consistent approach to the Business Cases underpinning the transport projects and also projects with a transport element;
- Reviewing the Business Cases in order to recommend implementation of those which can maximise the objectives and outcomes as defined by each City Region Deal theme, as well as the overall aim to achieve sustained inclusive growth.

4. Financial impact

- 4.1 This report is not seeking the allocation of funding to specific projects. Once such individual project propositions have been prepared they will be presented to this Joint Committee for approval.
- 4.2 As previously reported, the terms of the City Deal include a Scottish Government commitment of up to £120 million to support improvements to the A720 City Bypass for the grade separation of the Sheriffhall Junction, and a further £20 million to support public transport infrastructure improvements identified by the West Edinburgh Transport Appraisal.
- 4.3 In terms of other transport related projects and initiatives, some are identified to receive specific City Region Deal funding, whilst the case for funding of others may need to be part of an overall assessment supported by a Business Case to inform identification of the most effective allocation of limited funding to support the objectives and outcomes of each City Region Deal theme, as a contribution to maximising the fundamental aim of driving sustainable inclusive growth.

5. Equalities impact

- 5.1 A detailed note on the equalities impact of the transport element of the City Deal was reported on 1 March 2019 to the Joint Committee under Item No 5.9 (City Region Deal Regional Transport Appraisal Board). The terms of that note remain valid: and in summary expected impacts are positive in three primary respects:
- upgrades to existing infrastructure with resultant reduced journey times and increased modal choice through, inter alia, active travel measures can readily support residents of more disadvantaged communities to more easily access job opportunities and education / training centres;

- transport infrastructure to unlock housing development sites assists in the increasing supply of housing, particularly in the affordable sector to benefit those households which cannot access the private housing market; and
- transport infrastructure improvements to assist the establishment and expansion of employment / business areas provide for accelerated overall economic growth.

6. Background reading/external references

- 6.1 [Report to the City Region Deal Joint Committee on 1 March 2019: Item 5.9, City Region Deal Regional Transport Appraisal Board.](#)
- 6.2 [Scottish Government's draft National Transport Strategy: published by Transport Scotland on 31 July 2019.](#)
- 6.3 [Infrastructure Commission for Scotland: Initial Call for Evidence: published in March 2019.](#)
- 6.4 [Planning Bill \(Third Reading\): Scottish Government: June 2019.](#)

7. Appendices

- 7.1 Appendix: Transport Appraisal Board Risk Register.

Transport Appraisal Board Risk Register

Risk	Description	Impact	Likelihood	Risk Factor Calculation	Risk Factor	Mitigation Plan
Failure to co-ordinate a comprehensive programme of transport interventions.	It is essential that the TAB maintains a comprehensive overview of strategy, key projects, and integrated programming of implementation.	5	2	10	2 - Medium	<ul style="list-style-type: none"> Regular meetings of the TAB. Awareness of emerging national and regional strategies. Maintaining a full inventory of all committed and potential projects. Careful monitoring of progress in the implementation of projects. Flexibility of programming to meet any changing circumstances. Maintaining an up to date risk register.
Failure to maximise effective use of City Deal partner funding in the implementation of transport interventions.	Transport projects and initiatives arise within all of the themes of the City Deal. Limited funding therefore needs to be targeted in a way which maximises the overall impact.	4	3	12	2 - Medium	<ul style="list-style-type: none"> Regular meetings of the TAB. Ensuring adequate partner representation on the TAB. Ensuring strong links to the other thematic boards. Careful attention to the co-ordinating of projects in both preparatory and implementation stages. Flexibility of approach to take opportunities that may arise, and to account for changing circumstances.
Internal and external partners are not fully engaged.	The transport theme needs the active involvement of a wide range of internal and external stakeholders.	4	2	8	3 - Low	<ul style="list-style-type: none"> Ensure full representation of partners on the TAB. Regular meetings of the TAB. Regular reporting to the Joint Committee. Regular updates to the Executive Board and the Regional Enterprise Council. Establishment of the TAB as the primary link to Transport Scotland and the Regional Transport Working Group. Inviting, as appropriate, ad hoc relevant organisations to attend TAB. Regular ongoing liaison with the other City Deal thematic boards.