

TAYSIDE AND CENTRAL SCOTLAND TRANSPORT PARTNERSHIP

17 MARCH 2020

DIRECTOR'S REPORT

This report provides updates on the Infrastructure Commission for Scotland Phase 1 Report; the development of the Delivery Plans for the respective City Region Deals; and the items discussed at the recent RTP Chairs' Forum hosted by Swestrans in Gatehouse of Fleet.

1 RECOMMENDATIONS

1.1 That the Partnership Board:-

- (i) notes the Infrastructure Commission for Scotland's Phase 1 Report and its Key Findings on Transport;
- (ii) notes the update on development of the Delivery Plans and approval processes for the signing of the respective City Region Deals; and
- (iii) notes the items discussed at the recent RTP Chairs' Forum hosted by Swestrans and held in Gatehouse of Fleet on 4 March 2020.

2 INFRASTRUCTURE COMMISSION

2.1 The independent Infrastructure Commission for Scotland (ICS) was proposed as part of the Scottish Government's Programme for Government and its remit was set out in December 2018. The Commission was tasked with advising on the priorities for investment over the next 30 years to meet economic growth and societal needs and how this might be delivered. The ICS will support Scottish Government's delivery of its National Infrastructure Mission and the development of its next Infrastructure Investment Plan to run until 2023.

2.2 The Advisory Commission published its Phase 1 Key Findings Report at the end of 2019. A copy of the Sector Summary section on Transport is attached at Appendix A to this report.

Key Findings Report

2.3 In preparing the Key Findings Report, The ICS has highlighted that net zero carbon and inclusive economic growth are two key policy areas which have a significant bearing on infrastructure. The focussing of infrastructure decisions on these areas of policy it argues will lead to very different outcomes compared with past investment, and the nature, purpose and focus of infrastructure investment over the 30-year horizon is likely to change fundamentally as we aim for an inclusive net zero carbon economy.

- 2.4 It states that most of the evidence in relation to the impact of infrastructure is focused on traditional GVA type outcomes which are not seen as the sole measures of success and opportunities of net zero carbon or inclusive economic growth. Given the urgency of the transition, this means Scotland has to take some infrastructure decisions according to agreed principles for which detailed empirical evidence may not yet be available as well as take immediate steps to develop that new evidence base. The Phase 1 report therefore provides an opportunity to set out an overall 30-year infrastructure vision to support and enable an inclusive net zero carbon economy and establish some short and longer-term actions to achieve this.
- 2.5 The three key recommendations relating to Transport are highlighted below:
1. The Scottish Government should ensure that its new National Transport Strategy and Strategic Transport Projects Review 2, which are due to be published during 2020, fully reflect the need to deliver an inclusive net zero carbon economy and consider the infrastructure and the use of it as a holistic system. This should include:
 - i. Aligning strategic investment decisions to address fully the requirement for demand management, a substantial increase in the proportion of journeys made by active travel, and opportunities for shared mobility as well as a much greater role for public transport.
 - ii. For such roads investment that is made as part of the above, a presumption in favour of investment to future proof existing road infrastructure and to make it safer, resilient and more reliable rather than increase road capacity.
 2. Investment decision making based on the above framework will require a significant change to investment guidance. Therefore, by the end of 2021, the Scottish Government and Transport Scotland should develop a new investment appraisal and decision-making process, incorporating necessary changes to the current Scottish Transport Appraisal Guidance (STAG) and Investment Decision Making Guidance.
 3. To enable a managed transition to an inclusive net zero carbon economy road infrastructure, the Scottish and UK Governments should immediately commit to work together to establish a charging/payment regime alternative to the existing fuel and road taxation-based structure. The Scottish Government should also consider additional options that could provide a more stable long-term investment regime for the management and maintenance of road infrastructure to meet the priorities identified in NTS2.

3 CITY REGION DEAL DELIVERY PLANS

- 3.1 The calling of the General Election delayed the formal approval process for the City Region Deals. However, the good news is that the [Stirling/Clackmannanshire City Region Deal](#) was formally signed on Wednesday 26 February.
- 3.2 Secretary of State for Scotland, Alister Jack MP, joined Scottish Government Minister for Transport, Infrastructure and Connectivity, Michael Matheson MSP, at the College campus in Stirling to seal their collective commitment to the £214m investment package. The deal focuses on delivering national and international sustainability through cutting edge environmental projects, innovation in the digital and tourism sectors and boosting skills across the region to create a pathway for future success and resilience. The Deal has seven key areas for investment:
- Innovation
 - Digital
 - Culture, Heritage & Tourism
 - Capital Fund for Clackmannanshire
 - Transport, Connectivity & Low Carbon
 - Infrastructure
 - Skills and Inclusion
- 3.3 The Transport aspects of the City Region Deal relate to a £7m commitment by the Scottish Government to bring forward strategic active travel projects including:
- Walk Cycle Live Stirling: Walk Cycle Live Stirling will create two high quality walking and cycling routes from Stirling city centre to Forth Valley College (Stirling Campus) and to The University of Stirling with targeted place-making installations along the route and attention to accessibility
 - NCN76 at Manor Powis
 - Hillfoots links to NCN76
- 3.4 Tactran have also been supporting Stirling Council colleagues explore strategic connectivity issues to inform Transport Scotland's STPR2 process and the work of the Forth Valley RTWG. In line with the commitment made by the Board, a grant of £55,000 from the 2018/19 RTS Revenue Budget was paid to Stirling Council to support the 'Case for Change' stage of the STAG appraisal process in relation to forecast issues in and around M9 Junction 10 Craigforth and along the A91. Other work being progressed by Tactran which informs STPR2 and the RTWG are the 'Stirling Strategic Park and Ride Study' and the feasibility work undertaken in relation to active travel opportunities between Stirling and Plean/Cowie/Fallin and Larbert. In relation to the Local Rail Development Funded Stirling Strategic Park and Ride Study, the 'Case for Change' stage of this process has now been approved by Transport Scotland and the 'Initial Appraisal' stage of the work has commenced (Report RTP/19/22 refers).

- 3.5 For Tay Cities, the full suite of City Deal documentation was presented for approval at the Tay Cities Joint Committee meeting on 8 November 2019. Due to the proximity of the General Election the meeting was confidential and held in private. Elected Members were given the reassurance that they will have the opportunity to review the finalised documents provided by both Governments prior to the final Deal signing ceremony, which is now scheduled to take place by the end of March 2020.

4 FORUM OF CHAIRS OF REGIONAL TRANSPORT PARTNERSHIPS

- 4.1 The recent RTP Chairs' Forum was hosted by SWESTRANS and held in gatehouse of Fleet on 4 March 2020 and the main items of discussion are detailed below. The Minute of that meeting will be reported for information once approved and available. The Minute of the previous meeting, held in Elgin on 4 December 2020, is available for information in the Members Area of the Tactran website.

- Discussion with Graham Applegate, SEPA on the issues of air quality and climate change;
- Update on NTS2, the forthcoming Delivery Plan and STPR2 'Case for Change' Reports which have now been published for consultation;
- The emerging proposals for Regional Spatial Strategies and Regional Groupings as a consequence of NPF4 (National Planning Framework);
- Transport (Scotland) Act 2019 Update;
- Consultation response on the replacement of European Structural Funds post EU Exit;
- Rail including High Speed Rail; ECMA (East Coast Mainline Authorities) Update and West Coast Rail Update;
- MaaS Investment Fund and the successful bids by Hitrans and Tactran;
- Bus Partnership Fund;
- Low Emissions Zone Update;
- Scottish Islands Passport Update.

5 CONSULTATIONS

- 5.1 Elements of the report have been the subject of consultation with partner Councils, other RTPs, Transport Scotland, City Deal PMO's and other partners/stakeholders, as appropriate.

6 RESOURCE IMPLICATIONS

- 6.1 This report has no direct or additional financial or other resource implications.

7 EQUALITIES IMPLICATIONS

- 7.1 This report has been screened for any policy implications in respect of Equality Impact Assessment and no major issues have been identified.

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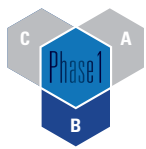
NOTE

The following papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (and not containing confidential or exempt information) were relied on to a material extent in preparing this Report:

Report to Partnership RTP/19/51 Director's Report, 17 December 2019.



Sector Summary Transport



Part B:
Sector Summaries
(continued)

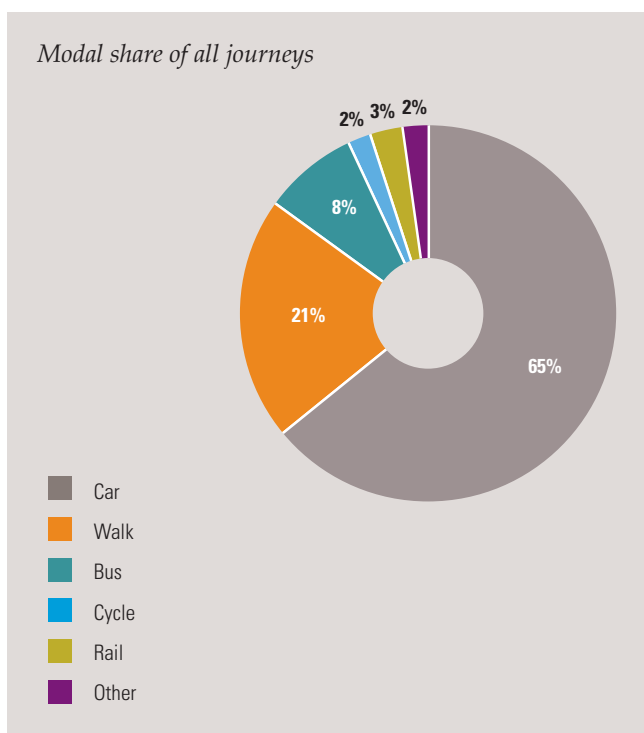
Transport

4.1 Background

Good connectivity is believed to be a key component in both supporting and growing Scotland’s economy. We expect to be able to move around quickly and easily and by many modes on a system that is reliable and resilient, we expect that deliveries can be made to our shops to keep them fully stocked, and business expects that goods and products made in Scotland can reach their market efficiently and on time. The cost of travel represents a significant proportion of the average Scottish household budget, with some 14% of household spend being on travel.

But creating, managing and maintaining that connectivity and associated transport systems is complex and multifaceted – and as the recent Glasgow Connectivity Commission noted, there is no single recipe for success. Moreover, if Scotland is to achieve its aims of delivering an inclusive net zero carbon economy, much will depend on the final shape, structure and implementation of its new National Transport Strategy (NTS) and Strategic Transport Projects Review 2 (STRP2). It is therefore encouraging that both the draft NTS and the initial development of STRP2 are signalling a clear focus on delivering these outcomes. However, until final decisions are taken on the strategy and review, this issue remains unresolved.

14% of Scottish household spend is on travel



4.2 Scotland’s Transport System

The key elements of Scotland’s transport system are as follows.

Roads and Traffic^{xxxii}

The total length of Scotland’s road network is around 56,400 kilometres, the vast majority of which – around 80% - comprises minor roads. The remainder of the network comprises non-trunk A roads (13%) and motorway and trunk roads (7%). Responsibility for the management of the motorway and trunk road network rests with the Scottish Government, which spends currently some £620m per annum on road maintenance, lighting and new investments. The local authorities are responsible for managing the non-trunk and minor road network, spending around £300m per annum on maintenance and lighting.

In terms of usage, there are currently some 48 billion vehicle kilometres driven on Scotland’s roads annually, of which 39% are on the motorway and trunk road network and 48% on rural roads.

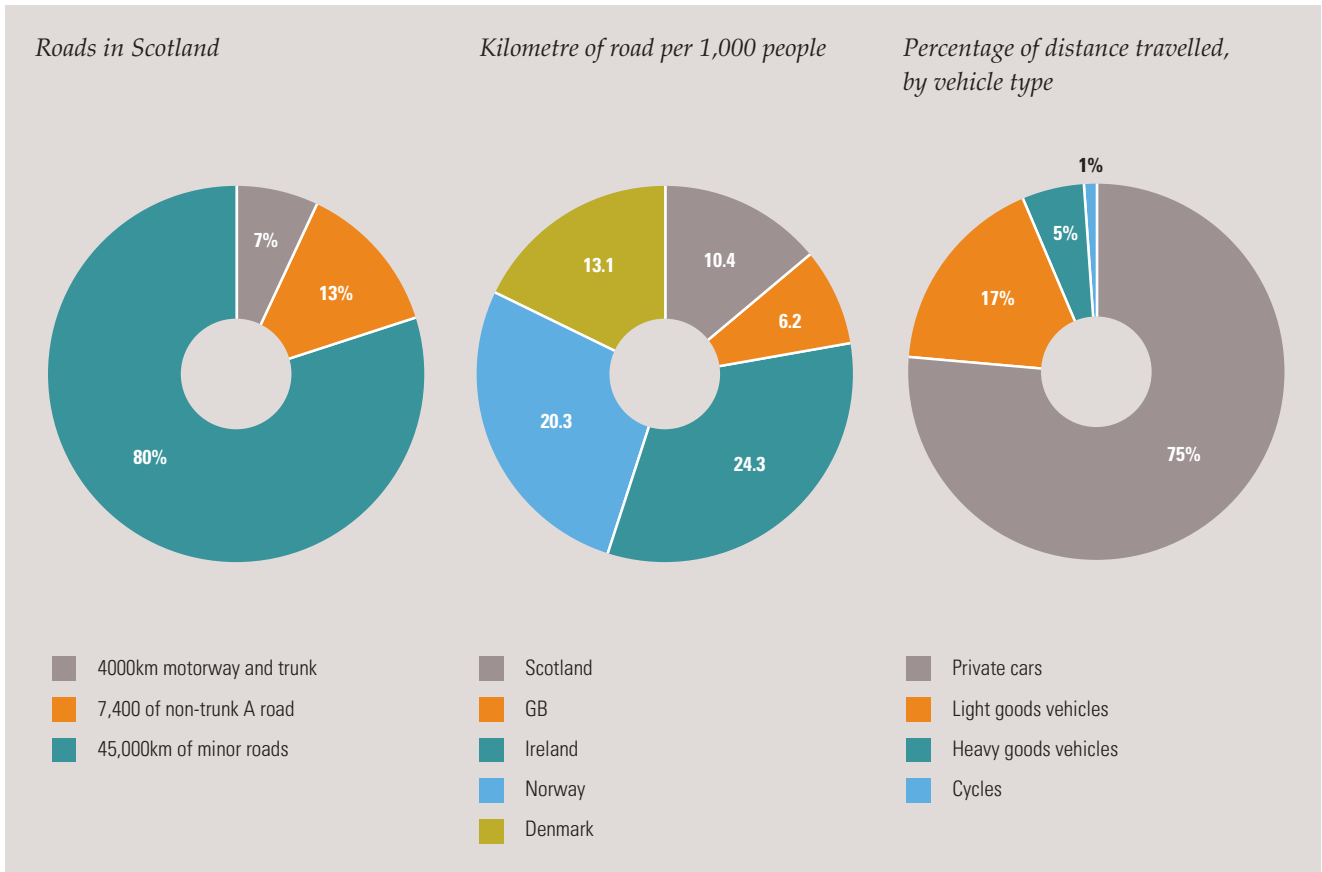
Private cars account for the highest users of the network (75% of distance travelled) followed by light goods vehicles (17%), heavy goods vehicles (5%) and public transport (2%). Cycles represent just 1% of vehicles using the network.

Around 13 billion tonnes/kilometre of freight originating in Scotland was transported by road in 2017, most of which was lifted and delivered in Scotland. As a result, most road freight journeys are relatively short, of 50 kilometres or less. However, around 15 million tonnes of freight are delivered to the rest of the UK and around 180,000 tonnes of goods were transported to international destinations, principally France and the Netherlands.

Rail^{xxxiii}

Scotland’s rail network extends to just over 2,800 kilometres in length (of which around 700 kilometres (25%) is electrified) and is served by 360 stations. It is estimated that by the end of 2019, 75% of all ScotRail passenger journeys will be by electric traction. The current ScotRail franchise covers all services within Scotland, operating around 2,400 train services per day and delivering almost 98 million passenger journeys per year - this represents a 31% increase in passenger journeys over the past 10 years. Services from Scotland to England and Wales are provided by other operators.

Most journeys originating in Scotland also have a destination in Scotland (some 91%) with journeys to the North of England (5.6%) and to London (2.3%) the next most common. The ScotRail franchise is the biggest single contract let by the Scottish Government, worth more than £7 billion over its 10-year life.



In terms of rail freight, around 8 million tonnes per annum is carried in Scotland.

Bus^{xxxiv}

The annual number of bus journeys made in Scotland is currently about 390 million, of which one third, (approximately 130 million journeys) are made under the National Concessionary Travel Scheme. There are 1.4 million people who are registered to use this scheme in Scotland.

However, bus use is changing. Over the past 5-years, journey numbers are down by 8%, bus fleet sizes are down by 10% and staff employed by bus operators down 2%. Vehicle kilometres travelled, however, have risen by 2% per annum.

Air^{xxxv}

The annual number of air movements in Scotland is currently around 480,000, with some 29.5 million passengers using Scottish airports. The

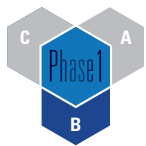
vast majority of these passengers (81%) travel to or from Edinburgh or Glasgow Airports. Over the past 3 years, there has been growth in passenger numbers at each of Scotland’s principle airports - Edinburgh, Glasgow, Aberdeen and Inverness.

Although relatively small in gross terms, the quantity of airfreight in Scotland continues to grow. Around 60,000 tonnes of air freight were carried in 2018, compared to 45,000 tonnes in 2011

Water^{xxxvi}

Scottish ports currently handle more than 65 million tonnes of freight per annum and 25% of Scotland’s total freight tonnage is carried by ship.

Scottish ferry routes carry around 8.5 million passengers and 3.1 million vehicles per annum, of which around 6 million passengers and 1.5 million vehicles are on the subsidised ferry routes or “lifeline services” serving the Clyde, West Coast and the Northern Isles.



Part B:
Sector Summaries
(continued)

Transport

4.3 How We Choose to Travel

The latest available statistics show that people in Scotland are making fewer trips in 2017 than 10 years ago – 73% reporting travelling the previous day compared with 80% in 2007^{xxxvii}. This correlates with the findings in the First Report of the Commission on Travel Demand^{xxxviii} which noted that “we travel substantially less today, per head of population, than we did one or two decades ago.” In addition, the Commission also noted that younger people, and in particular younger males, are far less likely to have a driving licence and to subsequently drive less than previous generations. The reasons for these changes in travel behaviour are complex, but in summary are thought to lie outside transport and have been driven by changes in young people’s socio-economic situations, including increased higher education participation, the rise of lower paid and less secure jobs, a decline in disposable income and rising costs of car ownership. Changing living situations are also playing a part here, with many more young adults living at home for longer. In terms of modal share of all journeys, the private car is still the most prevalent with 65% of all journeys, followed by walking 21%, bus 8%, cycle 2%, rail 3% and other 2%^{xxxix}.

Of the 525 million journeys made by public transport in 2017, 74% were by bus and 19% were by rail. High income and rural households are more likely to travel to work by car, whereas in urban households, there is a greater degree of modal split reflecting the increased transport choice available^{xl}.

4.4 Challenges

The key challenge we face is ensuring an appropriate level of effective and efficient connectivity in Scotland to enable:

- > people to move around;
- > business to access markets; and
- > the movement of goods

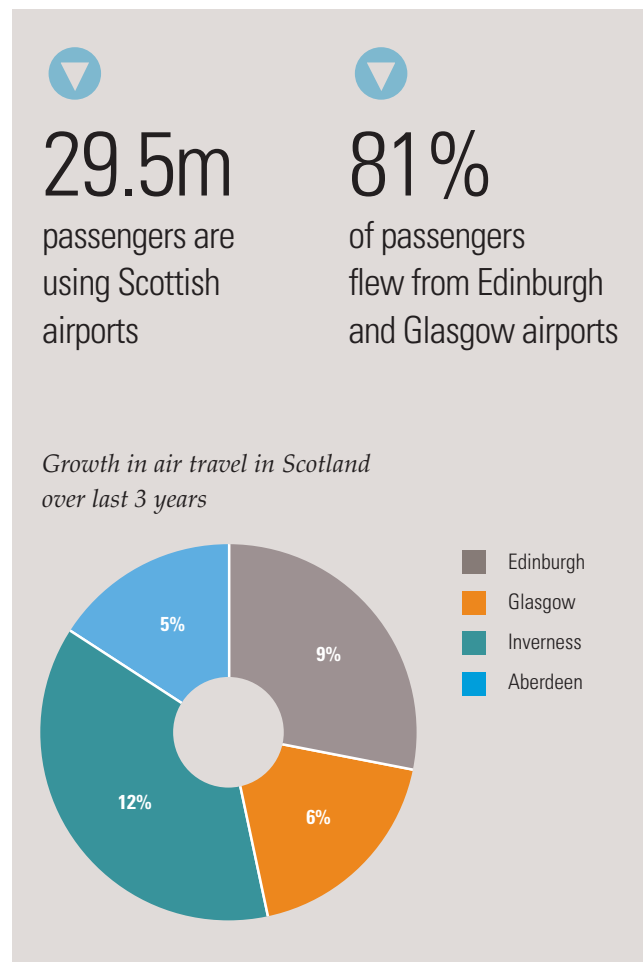
but in a way that delivers a net-zero carbon inclusive growth economy. For the purpose of this report, the following section focusses primarily on issues around road transport. Issues that relate to aviation will require separate consideration and have not been covered here.

As transport is currently a major contributor to greenhouse gas emissions, reducing these emissions will be essential if the Government’s net-zero carbon targets are to be met. The Scottish Government is due to publish its new National Transport Strategy (NTS) and Strategic Transport Projects Review 2 (STPR2) shortly and these provide a timely opportunity for the outcomes of these processes to reflect fully the shift to an inclusive net zero carbon economy by 2045. While the draft NTS and initial work on STPR2 have demonstrated a

clear intent to achieve these aims, it will be important for the final versions to demonstrate how the formulation, prioritisation and implementation of future transport infrastructure plans will deliver safe, affordable, inclusive and efficient net zero carbon solutions to ensure effective connectivity for people, goods and services.

The existing transport hierarchy, which places in order of importance the range of possible interventions that can be made, will be helpful in identifying options to inform transport planning decisions. As a first step the initial focus should be on options which lead to i) management and reduction of demand, followed by ii) increased use of active travel, then iii) increased use of public transport and finally, iv) management of car transport.

A move to ultra-low emission vehicles (ULEVs) will certainly have an impact on reducing greenhouse gas emissions, but a recent report by the UK Energy Research Centre (UKERC) indicates this could be challenging as average carbon dioxide (CO₂) emissions from new passenger vehicles have been increasing over the past three years^{xli}.





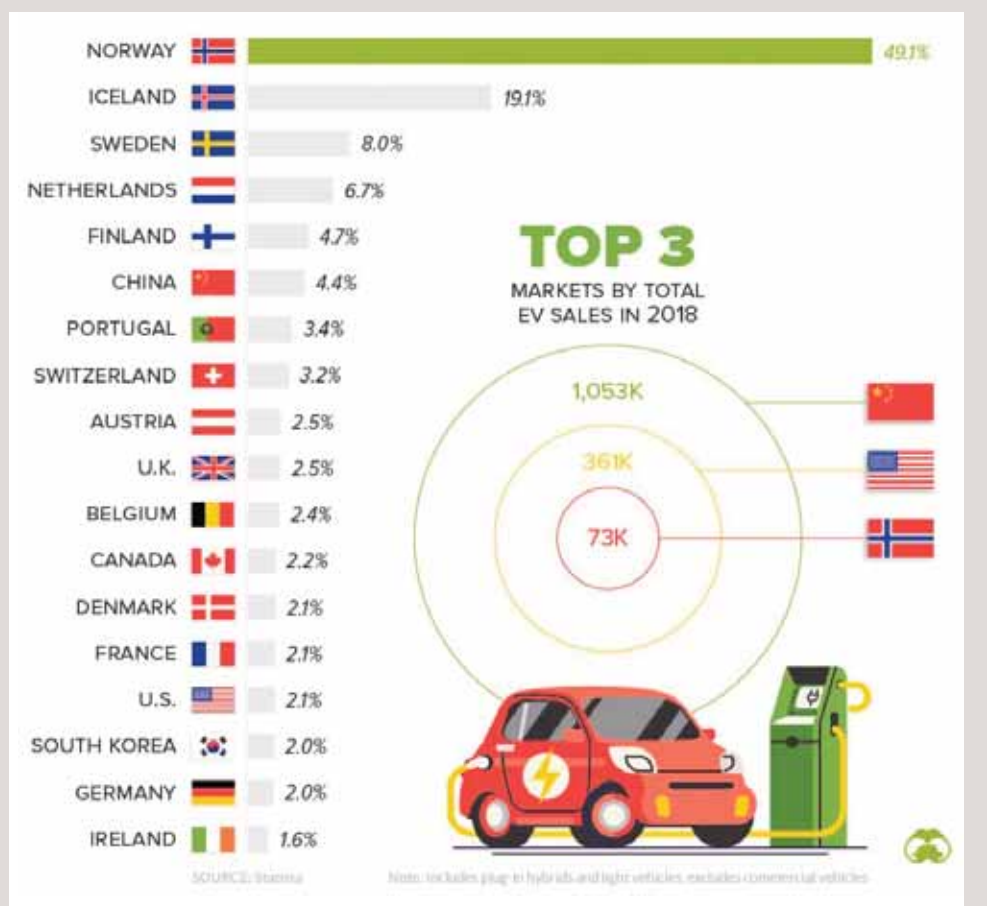
There are around **525m** passenger journeys by public transport each year

- The main types are:
- > Bus (388 million passenger journeys) and
 - > Rail (100 million passenger journeys)

This is attributed to a significant rise in sales of larger cars, in particular Sports Utility Vehicles (SUVs) which emit 25% more CO₂ than a medium-sized car – over the past 10 years, the proportion of SUV sales has risen three fold, from just under 7% of total passenger car sales to more than 21%. UKERC concludes that as the majority of these vehicles will be in use for at least the next decade, the cumulative effect of their emissions is going to be felt for some time to come.

Even if a successful transition to ULEVs can be achieved, it is reasonable to assume that the associated traffic management and congestion challenges will not only remain but are likely to increase if the growth in the numbers of registered vehicles continues. However, the introduction of connected and autonomous vehicles might help to mitigate these congestion effects. Connected vehicles, which can communicate directly with other vehicles or with the road network infrastructure, are expected to result in drivers being better informed about their journeys and to assist them in making real time decisions about route selection.

EVs as a percentage of total vehicle sales, by country



Source: <https://www.visualcapitalist.com/electric-vehicle-sales/>



Part B:
Sector Summaries
(continued)

Transport

“STAG should be reconsidered if... journey times may no longer be key element of productivity”

Scottish Cites

Increasingly autonomous (driverless) vehicles could, over the longer run, take this to another level and utilise an even wider range of technologies and systems to reduce the need for driver involvement while undertaking a journey. It is believed the impact of such changes could have a significant disrupting effect to current thinking around infrastructure planning and design, travel patterns and the interactions between other modes of transport. Although these concepts and the detailed application of them are still at an early stage of development, the underpinning technology is moving quickly and follows many decades of similar change – we are well used to assisted braking and adaptive cruise control, and support for new manoeuvres is becoming mainstream, for example, self-parking. The UK National Infrastructure Commission^{xiii} notes that some estimates suggest self-driving vehicles could be on our roads within the next 10 years, though others predict a much longer timescale. Nevertheless significant change is coming and in spite of uncertainties around timing, preparation is underway. This includes the recently published Connected and Autonomous Vehicles Roadmap, published in December 2019^{lxxxiv}.

However, policies focused on delivering an inclusive net zero carbon economy must not focus solely on zero emission vehicles or connected and autonomous vehicles, but for also on the opportunities for shared mobility and on-demand services as well as a much greater role for evolved public transport in the overall provision of mobility. Changing behaviours and an increased willingness to adopt new ways of accessing and paying for mobility (for example, app-based ride hailing) coupled with the emergence of new modes to support short distance trips and first/last mile trips to key interchanges (for example, e-bikes and on-demand shared transit) have the potential to change connectivity.

The challenge therefore is to consider Scotland’s transport infrastructure and the vehicles and services that use it as a holistic system rather than



a series of separate components. This may mean, for example, developing guiding principles that balance across the whole system reductions to private vehicle capacity, or reallocating road space from private vehicles to public transport in favour of increased new road capacity.

For many years, Scotland has utilised the Scottish Transport Appraisal Guidance (STAG)^{xiii} to help inform its transport planning decisions. The guidance is well regarded both at home and internationally. It has a particular focus of investment on connections across and with Scotland, improving reliability and journey times and maximising employment and business opportunities. It also considers public transport and sustainability priorities. STAG is complemented by Transport Scotland’s Investment Decision Making Guidance.

As illustrated, the scale and rate of infrastructure change required to support the delivery of an inclusive net zero carbon economy within the next 30-years will be considerable. As a consequence, the level of investment that will need to be sustained over a long period will be significant. In parallel, the expected changes are likely to have an impact on the ability to raise revenue – for example, a move to electric powered vehicles away from fossil fuelled vehicles will reduce the amount of fuel duty that can be raised. As a reserved power, fuel duty raises more than £28 billion per year in the UK, £5.7 billion is raised from VAT on fuel duty and Vehicle Excise Duty raises a further £6.5 billion^{xiv}. While tax revenue is not generally hypothecated or ringfenced in the UK, it is notable that road users are contributing in the order of 5% of the UK’s gross annual tax receipts (£40 billion a year). Losing this revenue would therefore leave a significant gap in the country’s resources that would need backfilling through other means.

Finally, while it is likely that a level of road freight is inevitable – as goods require distributing at a local level to the destination – there is potentially



greater scope to increase volumes of freight transported by other modes. Rail freight levels have dropped significantly from the highs achieved during the early part of this century. However, at that time the rail network was carrying large volume of coal and minerals, for which there is now no longer a market as we have moved to cleaner fuels.

Scotland also has limited container connectivity from the two terminals at Grangemouth and Greenock now that the Rosyth/Zeebrugge route is no longer operating. As a result, many products manufactured in Scotland for export to international markets must be transported to deep water

ports such as Liverpool, Felixstowe or Southampton for onward shipping. During its engagement, the Commission heard that enhanced deep water port facilities in Scotland would make it easier and quicker for industry to get its goods exported to market.

Key issues summarised here are incorporated into a number of recommendations at Part C, most specifically those relating to Leadership, Place, Heat and Transport, Digital and Technology and Independent Long Term Advice.

The total spending on transport in Scotland in 2017/18 was around £3 billion, comprising:

- > **£2.1 billion** by the Scottish Government
- > **£0.8 billion** from the local authorities

Spending on roads

In addition, the Scottish Government spent around

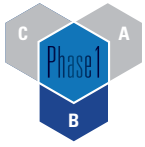
▼
£620m
 by Scottish Government on motorways and trunk roads (capital and maintenance works)

▼
£221m
 by local authorities on local roads

▼
£63m
 by local authorities on street lighting

▼
£755m
 on rail services

▼
£200m
 on the National Concessionary Travel Scheme



Part B:
Sector Summaries
(continued)

Transport



In 2017:

- > 67 million tonnes of freight was handled by Scottish ports
- > 25% of Scotland's total, freight tonnage was carried by water
- > There were 8.5 million passengers and 3.1 million vehicles carried on Scotland's ferry routes