



Stirling and Clackmannanshire City Region Deal City Region Deal – Active Travel Programme

Meeting of Joint Committee 24 January 2023

Agenda Item 6.2

Executive summary

This report provides the Stirling and Clackmannanshire City Region Deal Joint Committee with information on the CRD Active Travel Programme. The principal purpose of this report is to seek approval of the attached Programme Outline Business Case for the Active Travel Programme. The Programme Outline Business Case is currently with Scottish Government for final review. It is presented in this report in anticipation of endorsement by Scottish Government. Following committee approval of the Programme Outline Business Case, work can commence on the Outline Business Cases for each individual schemes proposed.

Authors

Angela Simpson, City Regional Deal, ATP Manger

simpsona@stirling.gov.uk

David Hopper, Public Transport and Sustainable Development Manager

hopperd@stirling.gov.uk



Recommendations

Joint Committee Members are asked to:

1. Approve the status of the Programme Outline Business Case in anticipation of endorsement from Scottish Government, and with Chief Officers Group reviewing any outstanding issues through delegated authority.

Implications

The implications of agreeing the recommendations, including the realisation of the regional economic and social benefits through the City Region Deal investment, are set out in the Programme Outline Business Case.

Legal & Risk Implications and Mitigation

The Programme Outline Business Case (P-OBC) has been developed in accordance with the governance arrangements established for the City Region Deal. The P-OBC undertakes a detailed options appraisal relating to a short list of proposed projects and through a robust strategic and economic prioritisation process. It identifies those projects which best deliver the outcomes of the CRD objectives and present best Value for Money (VfM) investment.

Background

The strategic vision for Stirling and Clackmannanshire is for a world class active travel culture, supported by a world class active travel network. The Active Travel Programme (hereby referred to as the ATP) and the schemes within it will be a vital part of the active travel network and contribute to the active travel culture, making travel by walking, cycling, and wheeling for people of all ages and abilities easier in Stirling, Clackmannanshire, and the surrounding wider region.

The ATP will improve active travel provision and will be at the heart of the region's integrated transport network, and an essential element of the Stirling and Clackmannanshire City Region Deal (CRD), and respective Local Development Plans (LDP) and Local Transport Strategies (LTS).

The P-OBC draft was sent to Scottish Government in May 2022 and was responded to and returned comments to the Council on the 11th of October. Following meetings with Transport Scotland officials, the Council returned the amended draft to Scottish Government in late November. Transport Scotland have indicated that there are no major changes expected and are planning to respond to the current draft in January. It is expected that they will endorse it with possible minor alterations. On this basis the current P-OBC (attached) was presented to COG on the 5th of December 2023 who recommended presenting the P-OBC to Joint Committee for approval.



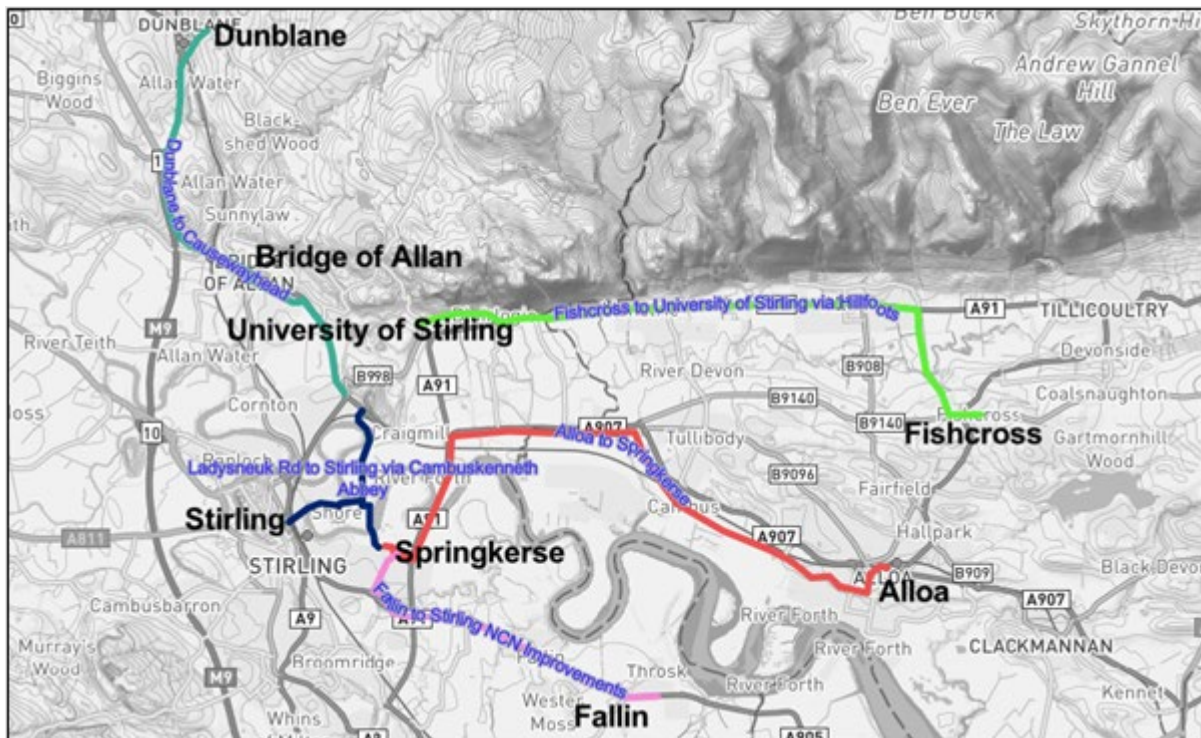
Considerations

The ATP is being developed to ensure alignment with the Scottish Government's commitment to active and sustainable travel. The proposed schemes identified for delivery in the P-OBC are as follows:

- Alloa to Springkerse via Manor Powis
- Dunblane to Causewayhead
- Fallin to Stirling National Cycle Network (NCN) 76 Improvements
- Fishcross to University of Stirling
- Stirling City to Cambuskenneth Abbey and Ladysneuk Road

The ATP represents an investment in new dedicated walking, cycling, and wheeling infrastructure. Improving active travel options in Stirling, Clackmannanshire, and the wider region, specifically connecting communities and public transport destinations to further and higher education facilities, will encourage those travelling to those destinations to choose active travel rather than the car. Achieving the shift to active travel will reduce road traffic, reduce carbon emissions in line with the climate emergency, while providing a healthier and more cost-efficient mode of transport for users. The Stirling and Clackmannanshire CRD also highlights the economic importance of investment in active travel, recognising its ability to improve regional connectivity between local authority areas and among rural communities, providing better access to employment and education as well as increasing tourism opportunities with connections to the existing National Cycle Network.

Figure 1: Plan showing the ATP Priority Schemes





The total capital expenditure required to deliver the priority schemes in the Programme is £18.6 million. The funding available from CRD is £4.46 million. In order to identify the schemes which best meet local, regional and national priorities, as well as providing the greatest VfM investment to apply City Region Deal funding to, each scheme proposed has been assessed using a set of recognised assessment tools including:

Scottish Transport Appraisal Guidance (STAG)

Department for Transport Active Mode Appraisal Toolkit (AMAT)

Cost Benefit Analysis providing Value for Money calculations

Travel Demand

Whole Life Carbon Emissions

Monetised Benefits (Health, Journey Quality)

Non-Monetised Benefits (Pedestrian Benefits, Junction/Crossing Improvements, Wider Economic Benefits)

Sustrans funding can provide 100% of costs up to construction phase and 70% of the costs of construction. Officers intend to bid to Sustrans and utilise the City Region Deal funding as 30% match for construction phase. Sustrans has indicated their support to fund the first two Stirling led projects.

By employing this funding structure, it leverages the City Region Deal fund and means we create a greater shift towards our Active Travel aspirations in the region.

Officers ask the Joint Committee members to note that at the time of preparing this paper the final version of the P-OBC had not been fully endorsed by Scottish Government, however, through discussion they have indicated a willingness to apply the resource required to review the P-OBC and are aware of our aspiration to present it to Joint Committee in January 2023. It is not expected that any substantive changes will be made to the document.

Next steps will be to progress the individual projects through the business case process. We anticipate this will take 10-12 months to complete.

The Joint Committee should note that the schemes on the wider ATP short list which cannot currently be progressed with CRD funding, remain a strategic priority for both Stirling and Clackmannanshire Councils. Latest announcements through the Scottish Government's Programme for Government are demonstrating a renewed approach for supporting active travel infrastructure to help implement the wider networks to connect communities and contribute to climate change targets.



Resource Implications

Financial Details

The full financial implications of the recommendations are set out the Programme Outline Business Case. This includes a reference to full life cycle costs where appropriate. Finance Officers have been consulted and have agreed the financial implications as set out in the report.

Staffing

The full implications on staffing are set out in the Programme Outline Business Case.

Exempt Reports

Is this report exempt? No

Equalities Impact

Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations? Yes

Legality

It has been confirmed that in adopting the recommendations contained in this report, the Joint Committee is acting within its legal powers. Yes

Sustainability and Environmental

It has been confirmed that sustainability and environmental issues have been considered within the report. Yes

Policy Implications

The Active Travel Programme forms part of the City Region Deal signed by regional partners and the two governments in February 2020. It aligns fully with the objectives set out in the CRD document. Alignment with all relevant Scottish and UK Government policies is set out within the Programme Outline Business Case.

Consultations

The Programme Outline Business Case sets out the range of stakeholder engagement that has been undertaken to support preparation of the case. Detailed consultation has taken place with the relevant departments of the Scottish Government as part of the process of review and iteration on the business case.



Background Papers

Have you used other documents to compile your report?

Yes

1. An extensive range of policy, analytical and technical documents have been utilised in the preparation of the Programme OBC. These are referenced fully throughout the Programme OBC document.

Appendices

Please list any appendices attached to this report. If there are no appendices, please state "none".

1. CRD Active Travel Programme Outline Business Case v3.0, not yet endorsed by the Scottish Government.
2. EqIA

Approved by:

City Region Deal Active Travel Programme: Programme Outline Business Case

Purpose

The purpose of the Joint Committee report is to seek appropriate approval of the Programme Outline Business Case, which will allow officers to progress business cases for the individual projects.

Active Travel Programmes: Programme Outline Business Case

The Active Travel Programme (ATP) Outline Business Case sets out a list of potential projects identified in 2018/19 and derived from Stirling & Clackmannanshire Council's respective Local Transport Strategies. The Programme Outline Business case assesses the projects in line with national guidance and provides in detail proposals for how the respective Council's plan to manage and deliver the schemes.

Following approval of the Programme Outline Business Case, each of the proposed schemes will be taken through the individual business case process, associated endorsement and approvals. This process is estimated to take one year per scheme and is required before funding can be drawn.

Route Assessment

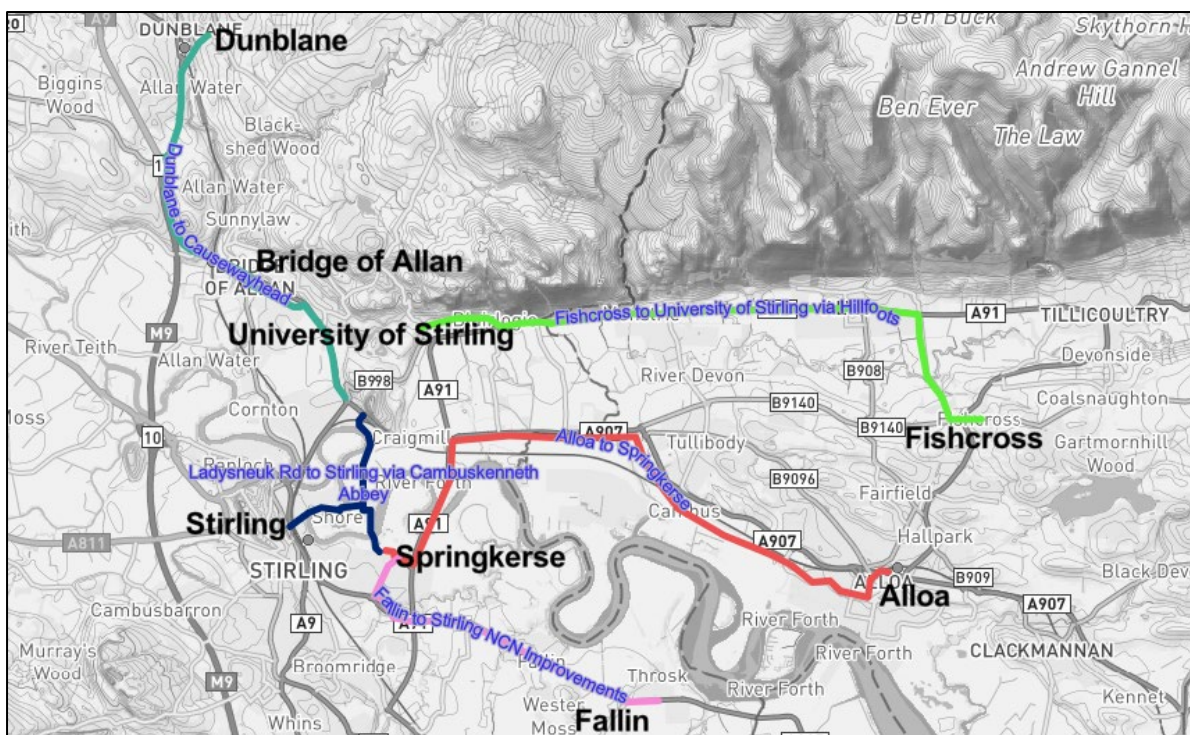
The routes have undergone a robust prioritisation process to sift the regional priority schemes for delivery (more detail provided below). Twelve schemes in total were included in the assessment process. These twelve schemes represent £82 million worth of investment and the CRD funding amounts to £4.46 million. Not every scheme therefore can be delivered through the CRD. Alternative funding streams are being discussed with Transport Scotland to progress the remaining schemes. It is key to note that the CRD funding package and delivery of the prioritised schemes represents only part of the wider active travel route development in the region.

Prioritisation process has indicated the routes in order as follows:

1. Alloa to Springkerse via Manor Powis
2. Dunblane to Causewayhead
3. Fallin to Stirling NCN76 Improvements
4. Fishcross to University of Stirling
5. Stirling City to Cambuskenneth Abbey and Ladysneuk Road

The ATP is being developed to ensure alignment with the Government's commitment to active and sustainable travel. The geographical location of the above schemes can be seen in Figure 1:

Figure 1: Plan ATP priority routes



The ATP has two Transport Planning Objectives (TPOs). These are shown in Table 1:

Table 1: ATP Objectives

Transport Planning Objectives
TPO 1 – By 2030 deliver 37km of high quality, safe, active travel routes to connect people of all ages and mobility levels to centres of education, recreation, and employment
TPO 2 – By 2030 increase the proportion of trips made by active modes to 20%, to and from the communities served by the new routes

Programme Outcomes

The schemes themselves provide Very High or High Value for Money investment. The desired outcomes of delivering these routes are shown in Table 2:

Table 2: ATP Outcomes

Programme Outcomes
Safe, convenient, and seamless access for people of all ages and abilities to travel independently by non-motorised modes, including for an unaccompanied 12-year-old child and for those with disabilities
Allows residents, commuters, and visitors to choose zero carbon travel options
Improves regional connectivity between local authority areas and rural communities
Better access to employment and education opportunities
Reduction in the rate of accidents of active mode users
Increased accessibility to places of education and employment through areas of leisure will result in increased footfall that supports local businesses

The ATP of sustainable travel measures aligns and is in accordance with national, regional, and local transport and land use policy. It supports the Local Development Plans, the City Deal Masterplan, the Local Outcome Improvement Plan, Stirling and Clackmannanshire Council's Key Priorities, and the aims of the CRD.

Alignment with City Region Deal Outcomes

The ATP OBC outlines a number of areas where there is alignment with City Region Deal Outcomes:

1. Reduce carbon emissions through providing sustainable solutions.
2. Promotion of sustainable transport alternatives.
3. Improve health and wellbeing of our communities.
4. Increase percentage of people walking and cycling.
5. Address transport poverty through providing inclusive widely available options for onward connectivity and accessibility to key centres.
6. Improve accessibility to education, jobs, and services in our deprived communities.
7. Reduction of childhood obesity.
8. Improved air quality in our communities.
9. Reduction of carbon emissions in line with national targets.
10. Reduce unnecessary car journeys through positive behaviour change.
11. Improve travel times on our strategic transport corridors.

Why these 5 routes?

The five routes in fig 1 have scored highest in the economic appraisal (AMAT) and highest in the strategic appraisal (STAG). Both appraisal methods return the same top 5 projects. With both appraisals combined, they represent the best value for money investment to help achieve the modal shift which is needed to meet the climate targets set out by Scottish Government and to strategically connect population centres to economic centres, leisure, and education.

- Scottish Transport Appraisal Guidance
The Scottish Transport Appraisal Guidance (STAG) is consistent with Scottish Government policy in addition to HM Treasury guidance on investment decision making. It assesses the contribution that can be made by potential transport interventions and allows that to be presented in a clear, consistent manner. It is accompanied by a Technical Database which sets out in detail the methodology and reporting structure. The STAG appraisal has been carried out by officers from both Councils, it has been peer reviewed and agreed at a consensus meeting. STAG criteria are set by Transport Scotland and is shown in Table 3 below. The full assessment can be read in the Programme Outline Business Case, Appendix A.

Table 3: STAG criteria

STAG Criteria	Environment	<ul style="list-style-type: none"> • Biodiversity and Habitats • Geology and Soils • Land Use (including Agriculture and Forestry) • Water, Drainage and Flooding • Air Quality • Historic Environment • Landscape • Noise and Vibration
	Climate Change	<ul style="list-style-type: none"> • Greenhouse Gas Emissions • Vulnerability to the Effects of Climate Change • Potential to Adapt to the Effects of Climate Change
	Health, Safety and Wellbeing	<ul style="list-style-type: none"> • Accidents • Security • Health Outcomes • Access to Health and Wellbeing Infrastructure • Visual Amenity
	Economy	<ul style="list-style-type: none"> • Transport Economic Efficiency (TEE) covers the benefits ordinarily captured by standard cost-benefit analysis – including traffic volumes, journey times, user frustration or travel time reliability • Wider Economic Impacts (WEIs) refer to any economic impacts which are additional to transport user benefits. How might the option help attract new jobs, help existing businesses, open up appropriate land for development?
	Equality and Accessibility	<ul style="list-style-type: none"> • Public Transport Network Coverage • Active Travel Network Coverage • Comparative Access by People Group • Comparative Access by Geographic Location • Affordability
	Feasibility	<ul style="list-style-type: none"> • Feasibility – the feasibility of construction or implementation and operation (if relevant) of an option and the status of its technology (e.g., proven, prototype, in development, etc.) as well as any cost, timescale or deliverability risks associated with the construction or operation of the option, including consideration of the need for any departure from design standards that may be required
	Affordability	<ul style="list-style-type: none"> • Affordability – the scale of the financing burden on the promoting authority and other possible funding organisations and the risks associated with these. The level of risk associated with an option’s ongoing operating or maintenance costs and its likely operating revenues (if applicable)
	Public Acceptability	<ul style="list-style-type: none"> • Public Acceptability – the likely public response is of importance at this initial appraisal phase and reference to supporting evidence, for example results from a consultation exercise should be provided where appropriate.
	Risk and Uncertainty	<ul style="list-style-type: none"> • Public Transport Network Coverage• Active Travel Network Coverage• Comparative Access by People Group• Comparative Access by Geographic Location• Affordability

- DfT’s Active Mode Appraisal Toolkit
The DfT’s Active Mode Appraisal Toolkit (AMAT, May 2022) is a spreadsheet-based calculation tool for assessing the overall benefits of proposed active travel interventions. This toolkit captures cycling benefits arising from a change in infrastructure provision (e.g., on-road non-segregated to on-road fully segregated) and facilities provision (e.g., additional secure bike storage). Additionally, the toolkit captures walking benefits resulting from changes in infrastructure such as lighting, pavement evenness, signage, and resting provision (e.g., benches).
The use of the DfT’s AMAT ensures that the calculation of benefits is in accordance with UKG Transport Appraisal Guidance and Scottish Transport Appraisal Guidance.
The following benefits (Table 2) have been quantified within the AMAT:

Table 2: Benefit types, metrics and descriptions

Benefit Type	Benefit Metric	Description
Modal shift	Congestion	Traffic congestion improvements as a result of a reduction in vehicle kilometres
	Infrastructure maintenance	Reduced wear and tear on the roads, and therefore reduced maintenance costs, due to fewer vehicles travelling on the road infrastructure
	Accident	Reduced road traffic accidents due to a reduction in car kilometres. Note that AMAT does not currently estimate changes in accidents from changes in numbers of cyclists or walkers or changes in infrastructure type e.g., introduction of segregated cycle lanes

	Local air quality	Improvements in air quality from a reduction in car kilometres including changes in NOx and PM
	Noise	Improvements in noise pollution as a result of a reduction in car kilometres
Health	Reduced risk of premature death	Increased active travel delivers health benefits by reducing the risk of premature death
	Absenteeism	Increased physical activity of individuals improves their health and therefore reduces their number of 'sick days', resulting in increased economic activity
Journey quality	Journey ambience	Benefits to new and existing cyclists or walkers as a result of improvements to infrastructure can relate to a perception of improved safety and/or environmental conditions

Why is this a priority?

In mid-December 2022, the Climate Change Committee reported to Scottish Government with a relatively critical assessment of the lack of decisive planning by national and local governments regarding developing detailed plans towards meeting net-zero. Transport is sighted as lacking a decisive route map with relative detail. The need to remove fossil fuel car off the roads is seen as a critical priority.

Scotland's Climate Change Plan update (CCPu), published in December 2020, sets out a commitment to reducing car kilometres by 20 per cent by 2030, to enable us to meet our net zero emissions target by 2045. Transport is Scotland's largest sectoral emitter, accounting for 29% of total greenhouse gas emissions (Scottish Greenhouse Gas Statistics: 1990-2019. Scottish Government, June 2021). Within transport, the mode of travel that produces the most CO₂ is car use. In 2018, cars accounted for 38 per cent of Scotland's transport emissions. To meet these targets, we must see a modal shift from vehicles to sustainable modes. The proposed schemes will provide high quality safe active travel infrastructure. One of the primary barriers to active travel is that people do not feel confident or safe. By delivering this programme of active travel routes that barrier will be removed. Research suggests that trips of 7.5 miles or less are highly attractive for commuting. All the routes proposed fit that criteria, 2 of which are cross authority linking Stirling to Clackmannanshire.

The National Transport Strategy sets out an ambitious vision for Scotland's transport system for the next 20 years. The schemes in this proposal address the following priorities identified in the (NTS (National Transport Strategy)):

- Takes Climate Action (addressed in the paragraph above)
- Reduces Inequalities
- Improves our Health and Wellbeing.

With the cost-of-living crisis and existing socio-economic inequalities, the routes offer low-cost transport options which link communities to places of employment and education. Three of the routes offer a direct connection from communities in the lower SIMD (Scottish Index of Multiple Deprivation) deciles. In the areas connected by the routes, 24.9% of households in the Alloa area do not own a car and 28.2% of households in Fallin do not have access to a vehicle. With rising costs of fuel, car ownership for the lowest income families will be a significant strain on their finances. This programme will also benefit the older members and those with disabilities in our communities. The standard of the routes delivered will support adaptive bikes and cargo bikes which opens use up to those with small children and those with lower mobility levels. With the popularity of electric bikes and e-bike sharing schemes across the Forth Valley, cycling is a viable transportation option for even more members of our community.

Delivery of these routes will benefit our residents not just financially but with the range of health benefits that being active also brings. The single greatest avoidable risk to our health is inactivity, Public Health Scotland states that Scotland has the worst health inequalities in western and central Europe. Traveling by active modes provides our communities an opportunity to introduce activity into their day to day lives, whilst also undertaking functional or leisure journeys.

What are our communities are telling us:

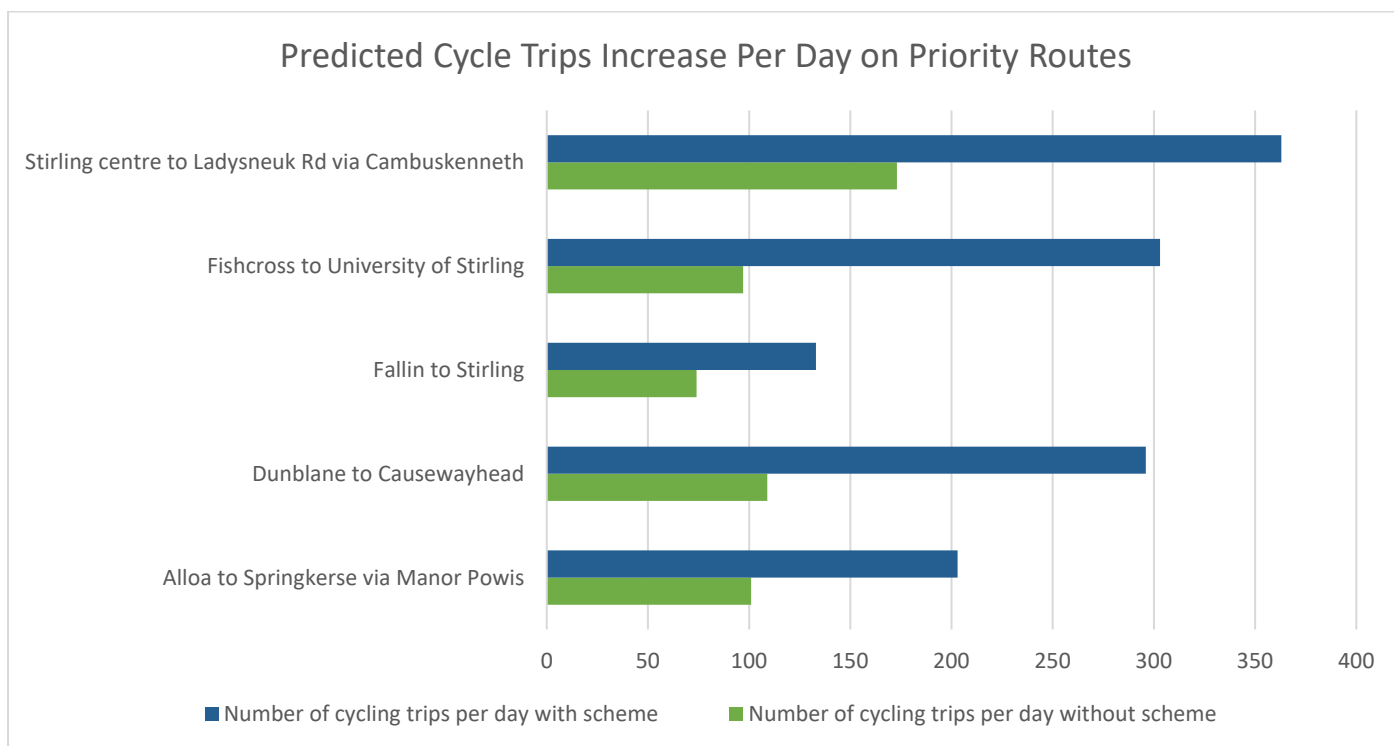
Through the recent Walking and Cycling Index 2021 (full report available [here](#)) our residents have told us:

- 72% support more physically separated cycle tracks
- Only 41% think the level of safety for cycling in their local area is good
- 61% would like to see more government spending on cycling
- 56% would like to see more government spending on walking
- 60% of residents walk at least 5 days a week
- 45% of residents cycle but only 21% of residents cycle at least once a week
- 61% of residents agree they can easily get to many places they need to visit without having to drive

It is accepted that not all residents will change to walking or cycling for journeys, long or short, however, we know from recent surveys that a considerable number of residents are ready to change or would like to change, the major barrier in doing so is the lack of safe infrastructure provision.

Current active travel demand on the routes

The graph below demonstrates the current use with cycling trips per day on the routes without intervention. This data is taken from local authority data counts. It shows the expected uplift in cycle journeys which has been modelled using Transport Appraisal Guidance modelling and with a sensitivity value of 50% reduction applied. The programme has a comprehensive monitoring and evaluation plan, extensive data collection is planned for a 6-month period in 2023 to provide an up-to-date baseline and further data will be collected at 1 year and 3 years post scheme opening.



*Note on the above graph.

Data is not included in the Dunblane to Causewayhead route from University of Stirling to Causewayhead as those figures are extremely high and skew the data.

The data provided is dependent on counter locations and is a snapshot of current use. The survey plan scheduled for 2023 will offer a comprehensive and updated picture of cycle trips.

How will we achieve the desired modal change?

The delivery of active travel infrastructure is key to meeting national and local targets and from the research available and surveys undertaken, the primary barrier to people changing to active modes is the availability of safe routes to use. In addition to this communities will require support to fully benefit from active travel and to encourage uptake.

We have identified the need to enhance our active travel culture and encourage change however small. Working with third sector groups and local development trusts in communities, a range of support is planned as part of the programme to encourage localised take up of active modes.

Key activities identified are:

- Access to bicycles particularly for those on low income
- Cycle training provision
- Provision of secure bike parking
- Active travel route planning and group rides
- Public bike share scheme information
- Emerging strategy to enhance our Active Travel Culture
- Dedicated officer to support enhancement of the Active Travel Culture

Over the coming months and years, to reach the set government targets, all local authorities will have to consider wider policy measures to inhibit motor vehicle use. Options to be reviewed could include city centre parking, measures to reduce traffic into the city centre, and improvements to sustainable transport.

Latest Position

The 3rd iteration of the ATP OBC was submitted to Government on 2nd December 2022. Scottish Government have indicated that they will do their best to apply resource to review the document to assist with our aspiration to conclude

this stage of the programme business case process. We present the Programme Outline Business Case in anticipation of endorsement from Scottish Government; however, it will be the current unendorsed version we present to Joint Committee. We do not expect any significant changes to the final document.

Recommendation

It is recommended that the Joint Committee:

1. Approve the Programme Outline Business Case in anticipation of endorsement from Scottish Government and with Chief Officers Group reviewing any outstanding issues through delegated authority.