

Report

Report to:	Executive Committee
Date of Meeting:	25 March 2020
Report by:	Executive Director (Community and Enterprise Resources)

Subject:	Stewartfield Way: Consultation Update and Proposed Next Steps
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1. Purpose of Report

1.1. The purpose of the report is to:-

- ◆ Advise Committee of the results of the consultation undertaken for the Stewartfield Way project; and
- ◆ Recommend next steps to develop and progress the project.

2. Recommendation(s)

2.1. The Committee is asked to approve the following recommendation(s):-

- (1) That the contents of the report are noted;
- (2) Agree that the project should be developed as set out in paragraph 5.15 and the necessary Business Cases progressed.
- (3) Note the indicative timescales for the project as set out in paragraph 6.18

3. Background

- 3.1. The Stewartfield Way project is one of three major transport projects forming part of the Council's Glasgow City Region City Deal programme, all three gaining Strategic Business Case (SBC) approval during August 2015. Cathkin Relief Road was completed in 2017 and the Greenhills Dualling project is presently under construction and expected to be completed towards the end of 2020.
- 3.2. A Scottish Transport Appraisal Guidance (STAG) assessment undertaken in 2006 confirmed that following assessment of several options the full dualling of Stewartfield Way merited further investigation and scheme development.
- 3.3. Improvements along the route have been a long term priority for the Council evident through its inclusion in local development plans and transport strategies for some 20 years including the current Local Transport Strategy 2013-2023.
- 3.4. In the preparation of these plans and strategies the public were fully consulted which in turn provided a solid basis for the inclusion of the scheme as a proposed City Deal project for South Lanarkshire.
- 3.5. Addressing environmental matters while providing the right conditions to support inclusive economic growth are key priorities for the Council. The provision of an effective and efficient transport network for all modes of trips is a key element to address both of these aims and it is important to note that they are not mutually

exclusive As such it is important that these issues are taken into account as the project develops.

- 3.6. The project seeks to improve all modes of transport in this important transport corridor and enhance the town's strategic connectivity to other parts of the City Region recognising the function Stewartfield Way fulfils in linking with other strategic routes such as the Glasgow Southern Orbital, EK Expressway, M74 and M8. The location of the project is illustrated at Appendix A.
- 3.7. It is necessary that the local and strategic transport network in and around East Kilbride and South Lanarkshire are enhanced to improve access to and enable the development of various sites in South Lanarkshire and across the region outlined in the Glasgow and Clyde Valley Strategic Development Plan.
- 3.8. These sites are essential in generating employment opportunities, creating economic returns (i.e. GVA) and crucial to sustaining the areas vitality and encouraging growth. GVA is the measure of the value of goods and services produced in an area, industry or sector of an economy and is an indicator of economic success or otherwise.
- 3.9. The importance of the project and this transport corridor is demonstrated by the economic assessment undertaken for the project with results placing it fifth out of twenty City Deal projects and expected to generate around £570m in GVA. This figure was derived during the early stages of the City Deal Programme and was calculated using land use and transportation models developed and utilised by independent economic advisers KPMG.
- 3.10. Supporting inclusive economic growth remains a key priority and transport is a key enabler for this to be delivered. A prosperous economy requires significant transport infrastructure and if this is delivered in a strategic and integrated manner, then improved outcomes for equality, climate and health and wellbeing can also be realised. Within this context the objectives of the project are:
 - ◆ Promote economic development, manage growth and generate employment opportunities
 - ◆ Improve journey times for local residents and business users
 - ◆ Manage congestion and reduce the emissions it causes
 - ◆ Assist development of public transport, sustainable transport and active travel
 - ◆ Improve accessibility and create more efficient links with other transport corridors
 - ◆ Complement other planned transport improvements, including the East Kilbride rail line upgrade and cycle and walking routes

4. Consultation

- 4.1. Prior to progressing the project to the next business case stage and in light of the global climate emergency and cost pressures it was important to consult and seek the views of the public and all stakeholders so that their views and emerging climate policy could inform how the project progresses. This was also considered essential prior to committing significant investment in further detailed preparatory and technical works.
- 4.2. An extensive multimedia campaign and consultation / information exercise was undertaken between 18 November 2019 and 20 December 2019.
- 4.3. Members of the public, Elected Members, businesses and other interested parties were able to view details, images and visual fly through of the project and supporting information online. They were able to attend information events speaking direct with the project team / senior officials and thereafter encouraged to submit formal

comments on the proposals via an online questionnaire. Some people also chose to write in by letter or via email.

- 4.4. Given the project development outlined below in section 5 (refer to 5.5) the option consulted upon (option 2) was to widen the existing road (all to the north) along its entire length between Philipshill and Kingsgate roundabouts to dual carriageway with roundabouts along the route enlarged to provide greater capacity. New bridges were to be provided crossing the Kittoch Water and Markethill Road. Significantly, given that the flyover element was no longer deliverable the existing road and junction arrangements between Kingsgate and Mavor Avenue roundabouts was also proposed to be improved.
- 4.5. The project also proposed to introduce a new dedicated / segregated cycle route running the entire length of Stewartfield Way, linking into James Hamilton Heritage Park and to other facilities and routes throughout the town. Bus and pedestrian infrastructure is to be improved and it was expected that the project would provide an opportunity to act as a catalyst for wider investment in areas such as active travel, enhanced park and ride provision and low carbon vehicle infrastructure.
- 4.6. The campaign and consultation exercise was the largest and most far reaching ever undertaken by the Council and provided genuine engagement with all stakeholders and interested parties.
- 4.7. It is considered that this exercise was highly successful with some 2,000 people attending consultation events and some 1,555 replies to the outline consultation were received.
- 4.8. Respondents identified themselves as follows:
 - ◆ Resident – 81%
 - ◆ Visitor - 10%
 - ◆ Business Owner or Manager – 4%
 - ◆ Commuter – 16%
 - ◆ Professional Driver – 2%
 - ◆ Other – 1%

Note: some respondents identified themselves in a number of categories hence the percentages.

- 4.9. In terms of answers to the questions posed in the questionnaire:
 - ◆ 29% of respondents considered they were regularly delayed on Stewartfield Way
 - ◆ 45% believed delays and traffic levels have increased
 - ◆ 56% believed the Kingsgate / Mavor Avenue corridor was a particular concern
 - ◆ 76% believed Stewartfield Way was an important route for various transport modes
 - ◆ 55% believed bus infrastructure needs to be improved
 - ◆ 55% believed walking/cycling provision needs improved
 - ◆ 32% believed there was a need to improve the operation and capacity of the Stewartfield Way corridor
- 4.10. A total of 1,681 responses were received, incorporating 1,555 replies to the online questionnaire and 126 replies received by email or letter. Of these, 1,407 replies included additional comments, within which 5,612 individual points were raised and these have been considered and summarised by officers.

4.11. A number of key points are noted from the consultation below:-

- ◆ There is a recognised need to improve the Stewartfield Way transport corridor
- ◆ In particular, a need to improve the network capacity at western and eastern ends of the corridor
- ◆ There are local sensitivities on the proposed dualling at the Heritage Loch
- ◆ There is a need to improve the public transport infrastructure to facilitate provision of public transport - bus and rail.
- ◆ There is support to provide opportunities for active travel
- ◆ Greater consideration should be given to climate change matters

4.12. The following section discusses how the project has and continues to develop taking into consideration consultation responses and many of the verbal comments received directly by the project team during the various engagement events.

5. Project Design Development

5.1. Since the approval of the Strategic Business Case further, albeit limited, work was undertaken in relation to the design, traffic modelling, land requirements and potential logistics of delivering the project.

5.2. This created an improved understanding as to what was expected in terms of Green Book compliance (i.e. the process to secure Government funding) including the impact of appropriate contingency allowances (including Optimism Bias).

5.3. Benefit-Cost Analysis is a process for calculating and comparing benefits and costs of a project to determine if it is a sound investment and to see how it compares with alternative options for the project. The benefit-cost ratio is the value of the project's benefits divided by the value of the project's costs; anything greater than 1 indicates that the benefits outweigh the costs.

5.4. Five options, essentially those roads-based solutions considered as part of the STAG report, were further assessed and Benefit Cost Ratios (BCRs) revised. This confirmed that all offered positive returns, although several identified potential operational issues that had to be considered should they have been developed further. These included, for example, additional traffic pressures at Philipshill Roundabout.

5.5. It is important to note that there has always been 5 options being considered/ assessed for the Stewartfield project. These are set out below :

- ◆ Option 1: Part dualling (no flyover)
- ◆ Option 2: Dualling only (no flyover)
- ◆ Option 3: Part dualling and flyover
- ◆ Option 4: Flyover only
- ◆ Option 5: Full dualling with flyover

5.6. Part dualling is essentially dualling of the entire length with the exception of the section between either ends of Stewartfield Crescent / in front of the loch. All 5 options when developed further would include elements of enhanced walking, cycling and bus infrastructure.

5.7. During the spring of 2019 a project cost estimate review was undertaken bringing together the various strands of technical work and assessments completed at that time. It also considered the impact of construction inflation on the project programme and the logistics of relocating the golf course holes.

- 5.8. This cost estimate review concluded that the option for the full dualling of the entire length with the flyover was not affordable and significant legal risks remained in relation to the delivery of the flyover element. These risks related to the lack of a clear and viable legal avenue to acquire the land necessary to re-provision the holes on the golf course which would be lost as a consequence of construction of the flyover.
- 5.9. The flyover at the eastern end was subsequently considered on its own (option 4). However, this assessment identified that it would have released a significant amount of traffic onto what would be the remaining existing single carriageway and associated junctions. These would have been unable to cope with this traffic without being upgraded and would have led to congestion issues along the route. The flyover element was subsequently removed for these reasons, as well as the critical land acquisition issues explained at 5.8.
- 5.10. Since the project was first identified there have also been significant transport infrastructure developments at both its eastern and western extents. The completion of the Glasgow Southern Orbital (GSO) provided a new link from East Kilbride to the M77 corridor. More recently, significant capacity improvements at Raith Interchange has improved the traffic flow along the A725 which has increased congestion along Stewartfield Way in particular at its eastern end around Kingsgate and Mavor Avenue junctions.
- 5.11. Since the approval of the Strategic Business Case a Global Climate Emergency has been declared by the EU and a number of national governments including those of the UK and Scotland. This requires urgent and radical steps towards greater adoption of sustainable transport and active travel measures while discouraging unnecessary private car use. As such these matters, whilst always being considered as part of the development of the project, should carry greater weight in the finalisation of the project design.
- 5.12. In this context, as explained earlier, the project options already included elements of enhanced walking, cycling and bus infrastructure as well as offering solutions to manage congestion, thus reducing transport related emissions and assisting public transport and freight journeys.
- 5.13. Scotland's new National Transport Strategy (NTS) was published in February 2020. The move to a low and zero carbon transport network is a prominent feature of the Strategy reflecting the Global Climate Emergency and the Scottish Government target to achieve net zero greenhouse gas emissions by 2045. It is recognised this will require significant societal changes, including a reduction in the demand for unsustainable travel. Four key priorities are identified, which will require to be given greater prominence in the next update of our own Local Transport Strategy:-
- ◆ Reducing inequalities
 - ◆ Taking climate action
 - ◆ Helping deliver inclusive economic growth
 - ◆ Improving our health and wellbeing
- 5.14. The Strategy also prioritises sustainable transport and identifies the transport hierarchy of:-
- ◆ Walking and wheeling (most favoured)
 - ◆ Cycling
 - ◆ Public transport

- ◆ Taxis and shared transport
- ◆ Private car (least favoured)

5.15. Taking all the above into account and the outputs from the consultation exercise set out in section 4, the design of the project now comprises the follow key components, grouped under the NTS priorities:-

Theme: Improve our Health and Wellbeing

- ◆ Develop a dedicated / segregated cycleway / walkway along the full length of Stewartfield Way linking into key business, facilities and attractions along the route. Provide feeder links to it and from this establish a new active travel network. As well as supporting a shift to more sustainable travel modes this will also improve sustainable transport access to the planned regional transport hub at Hairmyres.
- ◆ Consider how the implementation of the wider East Kilbride Active Travel Plan may be accelerated, again with the intention of reducing car journeys while also realising the environmental and personal health benefits of active travel.

This recognises consultation feedback whereby it was identified by 55% of respondents that walking/cycling provision should be improved. In addition, the desire for improvements to walking and cycling infrastructure in East Kilbride was also evidenced via a previous consultation undertaken in relation to the Active Travel Study in East Kilbride. This sought the views of local residents on active travel issues and from 440 respondents a number of key opinions were offered:-

- ◆ *75% of respondents would consider cycling more or take up cycling*
- ◆ *Over two thirds of respondents want more segregated cycling infrastructure*
- ◆ *87% of respondents would like to or would consider walking more, with better lighting cited as the most evident improvement need, followed by better crossing facilities*

Theme: Tackle Climate Change and Reduce Inequalities

- ◆ Develop proposals to relieve and manage existing traffic congestion at the Philipshill end of Stewartfield Way, to provide increased capacity. This would assist in improving access to the recently identified option to relocate Hairmyres Station to provide a strategic regional park and ride interchange / transportation hub and encourage a shift from those using the private car for journeys to more sustainable rail travel thus reducing existing traffic flows. In addition, assess and progress options to support the delivery of this project.
- ◆ Introduce enhanced bus infrastructure, including lay-bys, shelters, raised kerbs and real time information along the Stewartfield Way corridor and beyond noting that bus lay-by bays are not currently provided along Stewartfield Way and such provision would also reduce existing congestion when passengers are boarding and alighting.
- ◆ Work with bus operators to encourage and provide more local, strategic and 'orbital' services, again encouraging a shift from the private car journey to bus.
- ◆ Enhance facilities available for low-carbon transport via the provision of Electric Vehicle Charging Infrastructure to ensure that those who choose to continue with their private car journeys are encouraged to do so in more sustainable ways.

Many of the consultation responses received suggested greater levels of investment in public transport rather than road building. Issues around the Global Climate Emergency were also strongly referenced.

In terms of specific consultation responses, 76% believed Stewartfield Way is an important route for various transport modes with 55% agreeing that bus infrastructure needs improved.

Theme: Help Delivery of Inclusive Economic Growth

- ◆ Develop proposals to relieve and manage existing traffic congestion around the Kingsgate / Mavor Avenue corridor and provide increased capacity to cater for future growth.
- ◆ Reduce the proposed dualling to only the section between the James Hamilton Heritage Loch junction (at the eastern end of Stewartfield Crescent) eastwards to the Kingsgate/ roundabout.
- ◆ Retain the proposal to introduce a new roundabout at the Playsport access.
- ◆ Retain the proposal to widen the existing dual carriageway between Kingsgate and Mavor Avenue roundabouts.

In terms of consultation responses, 56% believed the Kingsgate/Mavor Avenue corridor was a particular concern but only 32% considered operation and capacity was an issue along the whole corridor

The proposed roundabout at Playsport was well received in the consultation.

The element of the project that attracted most negative comments was the proposed dualling along the frontage of James Hamilton Heritage Loch and to the same extent those sections near to residential areas. These sections generated many environmental concerns, including impact on wildlife, road safety and noise and air quality concerns. It should be noted that the proposed new carriageway was entirely to the north of the existing carriageway and does not impact directly on any existing houses.

- 5.16. Taken together, the above proposals will ensure that our network and transport systems are reliable, fast, convenient, easily accessed, safe and sustainable. In turn this will provide local businesses and residents with access to employment markets and encourage the new development and inward investment that East Kilbride needs to thrive over the coming years. In addition, the proposals will ensure the route will continue to support the flow of strategic traffic.

6. Summary and Next Steps

Summary

- 6.1. As set out earlier the project has always sought to create the right conditions to support economic growth and to ensure the transport network can accommodate additional journeys across all modes that new development locations generate. These additional journeys are the transportation issues that the project seeks to address.

- 6.2. The consultation exercise has shown that there is localised concern in regard to the proposed full dualling scheme as indicated at 4.9, however, the results do demonstrate that there is support for specific elements of the project. These results have informed project development and will require to strike a balance between recognising local concerns and at the same time the wider benefits that will be realised from the project.
- 6.3. The project was already part of wider initiatives seeking to improve all modes of transport in East Kilbride and the town's strategic connectivity to other parts of the City Region recognising the strategic function Stewartfield Way fulfils in linking with other strategic routes such as the Glasgow Southern Orbital, EK Expressway, M74 and M8.
- 6.4. The project complemented planned improvements to capacity on the wider public transport networks, particularly with regard to the East Kilbride Rail Enhancement Project. The Council are already committed to working with colleagues in Transport Scotland and rail partners to provide enhanced rail connectivity, improved accessibility to stations, better transport integration, with improved park and ride facilities and active travel provisions.
- 6.5. Developing the Stewartfield Way project now provides an opportunity to support and accelerate the delivery of these wider public transport projects, particularly with regard to the East Kilbride / Glasgow rail line upgrade and enhanced bus services and infrastructure.
- 6.6. Similarly, it was always the Council's aspiration to introduce enhanced cycle and walking routes throughout the town as identified in the Council's Cycling Strategy and Active Travel Study. Again, developing the Stewartfield Way project provides an opportunity to accelerate the delivery of these wider active travel projects.
- 6.7. At the same time it must be borne in mind that public transport, freight, business, those transferring between modes and perhaps those unable to use alternatives to the private car, still require efficient road infrastructure. Therefore in developing the project, it must look to address the existing congestion concerns raised in and around the eastern end of Stewartfield Way at Kingsgate and Mavor Avenue and at the western end at Philipshill.
- 6.8. Taking this into account, and recognising, in particular, climate emergency issues and how this may affect future traffic growth, it is considered appropriate that the proposal consulted upon should be evolved to balance the degree of road building with an increased emphasis on more sustainable travel modes. In this way the original scheme objectives of providing capacity for growth will be achieved by reducing existing road traffic via modal shift rather than by providing increased capacity via road building, other than those particular sections where there is clearly existing need for capacity improvements.
- 6.9. Development of the project in this manner would provide strong alignment with the Global Climate Emergency issues which have gained significant prominence and momentum over the past 12 months or so. This approach would also demonstrate a responsiveness to views expressed by local communities and aligns with the recently published National Transport Strategy.
- 6.10. It is of fundamental importance that a developed project will continue to deliver the anticipated level of economic returns required for City Deal funding purposes and while this is expected to be the case this will require to be demonstrated through Business Case development.

- 6.11 It should be noted that the progress of all City Projects is governed via the requirements of the City Deal Assurance Framework. This sets out requirements for the preparation of Business Cases at the various stages of projects and also sets out arrangements for administering significant changes to projects.
- 6.12 As set out in the current Assurance Framework there is no guarantee that a project which has changed significantly (in terms of project outputs and impacts) by one Member Authority could be substituted for another project sponsored by the same Member Authority.
- 6.13 It is important to recognise that the design development set out above does not constitute a significant change for three reasons.
- ◆ First, as noted in paragraph 5.5 the project always comprised 5 options and the proposed project is based on the existing option 1 while recognising the need to improve the junction arrangements around Mavor Avenue / Kingsgate as supported by option 4.
 - ◆ Second, there is a requirement through business case development to undertake option appraisals and the output from this work, set out in this report, is a reflection of that requirement.
 - ◆ Third, the project seeks to deliver a refocused multi modal transport solution to address the same transportation issues that had been identified previously and still achieve the project objectives set out at 3.10.

Next Steps

- 6.14 While the project, as now proposed, has a greater definition it should be noted that it remains at an early stage and the purpose of the consultation exercise was to gauge public opinion prior to committing investment in further detailed development and preparatory work.
- 6.15 It is now proposed that this work progresses with the review and augmentation of the previously agreed Strategic Business Case (SBC) and subsequent progression to the Outline Base Case (OBC) Stage, important milestones to achieve. At each stage these proposed Business Cases will be submitted to this Committee for approval.
- 6.16 Further development work will be necessary in order to feed into the Business Case process, including
- ◆ Review of economic analysis already undertaken
 - ◆ Feasibility / preliminary design of options
 - ◆ Review of traffic modelling undertaken / update traffic counts
 - ◆ Preliminary environmental assessment work
 - ◆ Technical Assessments (e.g. geotechnical / flooding)
 - ◆ Further / continuing review of costs
- 6.17 The SBC and OBC will be prepared in line with the necessary Assurance Framework Guidance and in accordance with new or emerging environmental / climate emergency policy considerations.
- 6.18 The following is an indicative programme of key milestones:
- ◆ Project development work - Spring 2020 to Winter 2020

- ◆ Completion / Approval of augmented SBC – Winter 2020
- ◆ Detailed project development work - Winter 2020 to Winter 2021
- ◆ Planning Application – Winter 2021
- ◆ Completion / Approval of OBC – Winter 2021
- ◆ Procurement process – Winter 2021 / Spring 2022
- ◆ Completion / Approval of FBC – Spring 2022
- ◆ Construction period – Summer / Autumn 2022 to Spring 2025.

6.19 At this stage it is expected that around 2 years development work will be required with construction / implementation commencing around summer 2022 continuing through to Spring 2025.

6.20 In conclusion, in supporting the outcome from the design development of the project and the above timescales, it provides a significant opportunity for the Council to progress the project allowing a substantial investment of £62.2m to be delivered within the necessary City Deal timescales and with a recognition of the issues and necessary actions arising from the Global Climate Emergency.

7 Employee Implications

7.1 There are no significant employee implications associated with the recommendations in this report at this time, however, it will be necessary to review the available internal employee resources for this project as the project develops and existing resources become available following conclusion of the Greenhills / Strathaven Road dualling project which is expected to complete in Autumn 2020.

7.2 Notwithstanding this it will be necessary to strengthen existing resources through the use of external consultants and possibly specialised recruitment agencies.

8. Financial Implications

8.1 The original City Deal allocation for this project was confirmed as part of the 2014 City Deal agreement and was based on a 2013 estimate of £60m to which an inflation adjustment was applied prior to a final sum of £62.2m being included in the final City Deal package.

8.2 An opportunity was taken as part of the cost estimate review undertaken in 2019 to estimate the individual sections of the original road infrastructure element of the project as this made up a significant proportion of the overall estimated costs.

8.3 Having reviewed these estimates and, while noting that the road infrastructure element will continue to take up a significant proportion of the £62.2m available, the developed project provides a genuine opportunity to direct increased investment towards bus, rail, walking and cycling elements of the project. Investment in these sustainable transport areas is expected to be significantly more than would have been available should the original project had progressed.

8.4 Cost estimates will be refined through the development work and as part of the SBC / OBC process, however, officers are confident that the developed project can be delivered within the available funding with a greater emphasis on sustainable transport solutions.

8.5 The approved SBC has released £1.205m of funding to allow the project to be developed to the next stage business case. By the end of this financial year £0.300m will have been utilised. The remaining funding is expected to be sufficient to conduct the further development work, augment the SBC and progress the OBC, although the situation will be kept under review. The nature of the City Deal

process is that final funding will not be confirmed until the Final Business Case is approved which is expected to be Spring 2022. As with all City Deal projects, should the project not proceed to Final Approval stage, we will be unable to claim grant funding on spend incurred.

9. Climate Change, Sustainability and Environmental Implications

- 9.1 Environmental impacts of the project will be considered by the completion of any necessary Environmental Impact Assessment (EIA) with mitigation implemented through the design and construction process where required.
- 9.2 Any project of this size will have varying degrees of impact on the local area, including the environment, wildlife, flora and fauna and potential noise and air quality.
- 9.3 However, the proposal to develop the project will significantly reduce the potential environmental impacts likely to have been incurred as a result of both the original and consulted upon projects.

10. Other Implications

- 10.1 A risk register for the original project is available, however, as the project develops this will be reviewed. The developed project has removed many of the critical / high risks associated with land acquisition and programme delay.

11. Equality Impact Assessment and Consultation Arrangements

- 11.1 This report does not introduce a new policy, function or strategy for the Council or recommend a change to an existing policy, function or strategy and therefore, no impact assessment is required
- 11.2 As this project develops appropriate assessments and consultation will be undertaken.
- 11.3 There is no requirement to undertake any consultation at this time in terms of the information contained in this report.

Michael McGlynn

Executive Director (Community and Enterprise Resources)

12 March 2020

Link(s) to Council Values/Ambitions/Objectives

- ◆ Improve the quality of life of everyone in South Lanarkshire
- ◆ Improve the road network, influence improvements in public transport and encourage active travel
- ◆ Work with communities and partners to promote high quality, thriving and sustainable communities

Previous References

- ◆ None

List of Background Papers

- ◆ August 2015 SBC

Contact for Further Information

If you would like inspect any of the background papers or want any further information, please contact: -

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