



**Concordat  
between  
SEStran  
and  
Edinburgh & South East Scotland City  
Region Deal**

**August 2023**

## About SEStran

The [South East of Scotland Transport Partnership \(SEStran\)](#) is the statutory Regional Transport Partnership for the South East of Scotland. SEStran encompasses eight local authorities: City of Edinburgh, Clackmannanshire, East Lothian, Falkirk, Fife, Midlothian, Scottish Borders and West Lothian.

SEStran has the statutory function of producing the [Regional Transport Strategy](#) (RTS) and measuring and monitoring its implementation. It also works with constituent Councils and partner Health Boards who have a duty to perform their functions in such a way as to be in line with the RTS.

SEStran aims to address a range of transportation issues, and to work towards a more sustainable and efficient transport network, in line with the National Transport Strategy.

SEStran contributes to a varied range of transport projects and events as well as partnership working with various organisations. It supports the aspirations of the various economic plans across the region and specifically the City Region and Growth Deals which have been adopted by its constituent councils. SEStran is represented on the Edinburgh and South East Scotland City Regional Deal (EESCRD) Transport Appraisal Board (TAB) – as per terms of reference of the TAB, which are updated on an annual basis (See Appendix 1)

## About the Edinburgh & South East Scotland City Region Deal

The ambitious [EESCRD](#) identifies collaborative ways that partners will work with the UK and Scottish Governments to deliver transformational change to the city region's economy.

In August 2018, the UK and Scottish Governments committed to jointly investing £600 million through five themes: innovation, skills, transport, housing and culture, and regional partners are committed to adding in excess of £900 million. This represents a Deal now worth £1.5 billion, with a successful track record of delivering regional programmes and projects and associated benefits.

With a population of 1.4 million people representing 26% of the total in Scotland, the region contributes £43 billion of Gross Value Added to Scotland's economy. It is an important economic, social and cultural hub for the nation.

The city region has a strong and successful economy on which to build. But there remain a number of issues that need to be addressed. Prosperity and success are not universal across the city region. 22.4% of children are living in poverty; there is a lack of mid-market and affordable housing; and too many people are unable to move on from low wage/low skill jobs. Transport poverty, and the lack of capacity in transport infrastructure and services is a significant barrier to workforce mobility. Decarbonising transport is also a key priority in our transition to net zero.

In the period up to 2033, the EESCRD is working to address these issues and to improve productivity, create new economic opportunities, new jobs and to reduce inequalities. Enhanced and modernised net zero transport infrastructure and services will be key enablers of these (and wider) ambitions.

The [Regional Prosperity Framework](#) (RPF), approved in 2021, and its [Delivery Plan and Prospectus](#) for South East Scotland, approved in March 2023 represents the next phase of regional economic ambition, with key priority programmes being:

- Green Regeneration;
- Infrastructure for Recovery & Prosperity;

- Visitor Economy & Culture; and
- Data Driven Innovation Economy.

The development of the seven regionally significant sites, namely Blindwells new settlement, Calderwood, Dunfermline, Granton, Shawfair, Tweedbank and Winchburgh also feature as an on-going regional priority in the context of the ESESCRD and RPF.

All of these ambitions and programmes will deliver significant benefits for the people and environment in the region, so effective, efficient and sustainable transport solutions are key to enabling them.

### **Regional Transport Priorities**

The second [Strategic Transport Projects Review](#) (STPR2) will inform the Scottish Government's transport investment programme in Scotland over the next 20 years (2022-2042) and will help to deliver the vision, priorities and outcomes for transport set out in the [National Transport Strategy](#) (NTS2). It is important to note that despite being an ambitious plan for the next 20 years, STPR2 is not a funded plan.

There remain are gaps in regional investment to deliver agreed economic and net-zero ambitions.

The development of an equivalent Regional Transport Masterplan is necessary to identify the regional transport solutions to dovetail with the investment in STPR2 and set out a clear pipeline of projects to deliver the ambition of the Regional Prosperity Framework and Regional Transport Strategy. It will identify regional priorities and investment that are not within the remit of STPR2. The masterplan will be a reference document for future funding opportunities beyond STPR2, and a clear position statement on how regional partners need transport investment to be delivered in the South East of Scotland.

## 1. Introduction

This Concordat demonstrates the commitment between SEStran and ESESCRD to work together in support of further integrating economic development, transport and land use planning and delivery in the Edinburgh and South East Scotland city region.

It sets out how both bodies will align their activities to ensure that regional plans can deliver shared outcomes through targeted transport interventions. It also describes how new transport interventions will progress, from strategy to delivery, through the appropriate governance structure(s), depending on the activity.

This approach also supports land use decisions which support [the National Planning Framework 4](#) Vision and Spatial Development Strategy as this will:

- limit dependency on motorised transport;
- encourage increased levels of active travel;
- encourage increased levels public transport patronage;
- maximise the use of existing transport networks; and
- facilitate local living and the adoption of 20min neighbourhoods.

Effective leadership is also required at all levels of policy and decision making to ensure that economic development and transport investment is well planned and integrated in support of the outcomes of the above approach. SEStran and ESESCRD are committed to the following:

- a shared vision for integrating economic development, land-use and transport planning and provision;
- the joint aspirations of inclusive economic growth and climate action;
- areas of joint working (see Section 4); and
- principles of engagement (see Section 5).

SEStran and ESESCRD believe that there is also real merit in working between Regional Transport Partnerships, there is a need to address cross regional issues including programmes or projects that have or would benefit from cross or pan regional co-ordination.

The [assessment of transport governance](#), carried out by Jacobs for Transport Scotland in 2019 favoured an option that gives the regions more authority, as the best way to make positive outcomes to people's lives.

### a) Shared Vision for Integrated Economic, Land-Use and Transport Planning and Provision

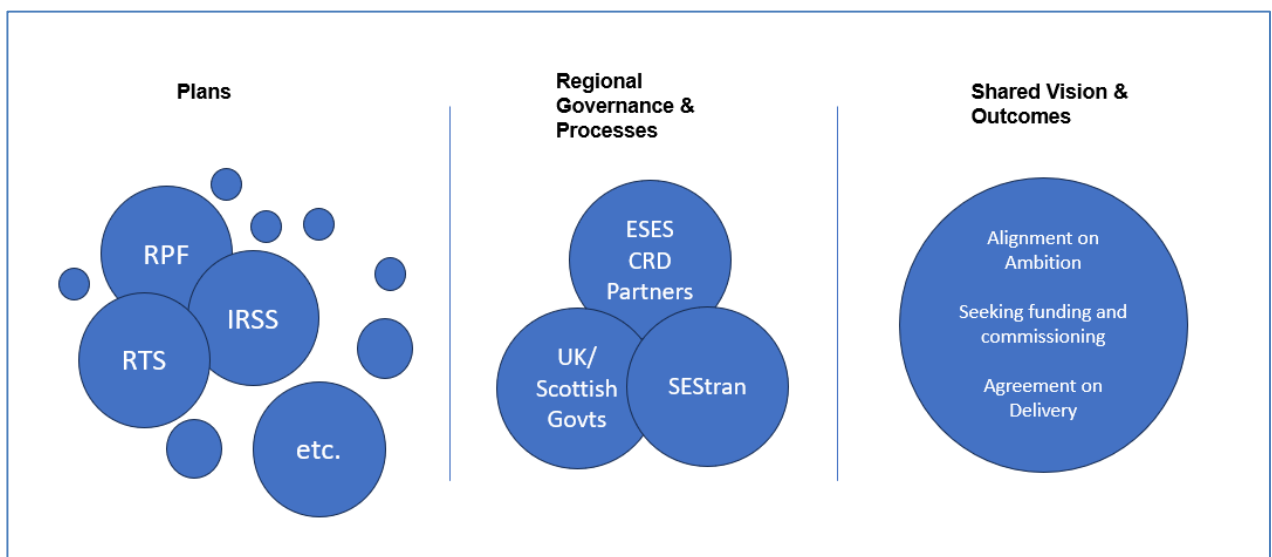
***"Through strengthened collaboration, joint working, co-production and engagement, SEStran and ESESCRD, in partnership with others, will seek to ensure a robust basis for integrated regional economic development, land-use and transport planning and procurement and, ensuring Edinburgh and South East Scotland fulfils its potential as Scotland's foremost city region."***

## b) Joint Aims (Why align better?)

SEStran and ESESCRD believe that an integrated approach to economic development, land-use and transport planning and procurement plays a vital role in creating a prosperous, successful, accessible and sustainable city region.

Ensuring appropriate sustainable transport provision will make a positive contribution to many national, regional and local priorities, including addressing climate change and inequalities, and increasing productivity and the accessibility of jobs and amenities.

The aim is to better align regional plans and strategies, governance structures and processes to deliver a shared vision and outcomes, and, where possible, appropriate and subject to agreement by all relevant parties, to pool resources and funding for more effective delivery. Councils will be required to consider individual policy and budgetary implications in line with wider regional ambitions in resourcing programme and project development. This is summarised in the graphic below:



## 2. Context

### a) Governance

Both bodies have different governance structures in place and operate across different geographies. In that context there is an opportunity to seek new ways of working to maximise positive outcomes:

- The ESESCRD area comprises the administrative boundaries of the City of Edinburgh, East Lothian, Fife, Midlothian, Scottish Borders and West Lothian council areas, which broadly reflect the core of Edinburgh's functional housing and labour market areas;
- The SEStran region includes Falkirk and Clackmannanshire council areas that have a close functional relationship with one another as well as the wider SEStran area and beyond.

All of these places are connected to one another by the well-established regional transport corridors (major travel flows across the region), identified within the [Regional Transport Strategy](#) (pp.37-51), which transcend local authority boundaries, and ensure the connectivity that is needed between places that is so important to their ability to flourish can be provided.

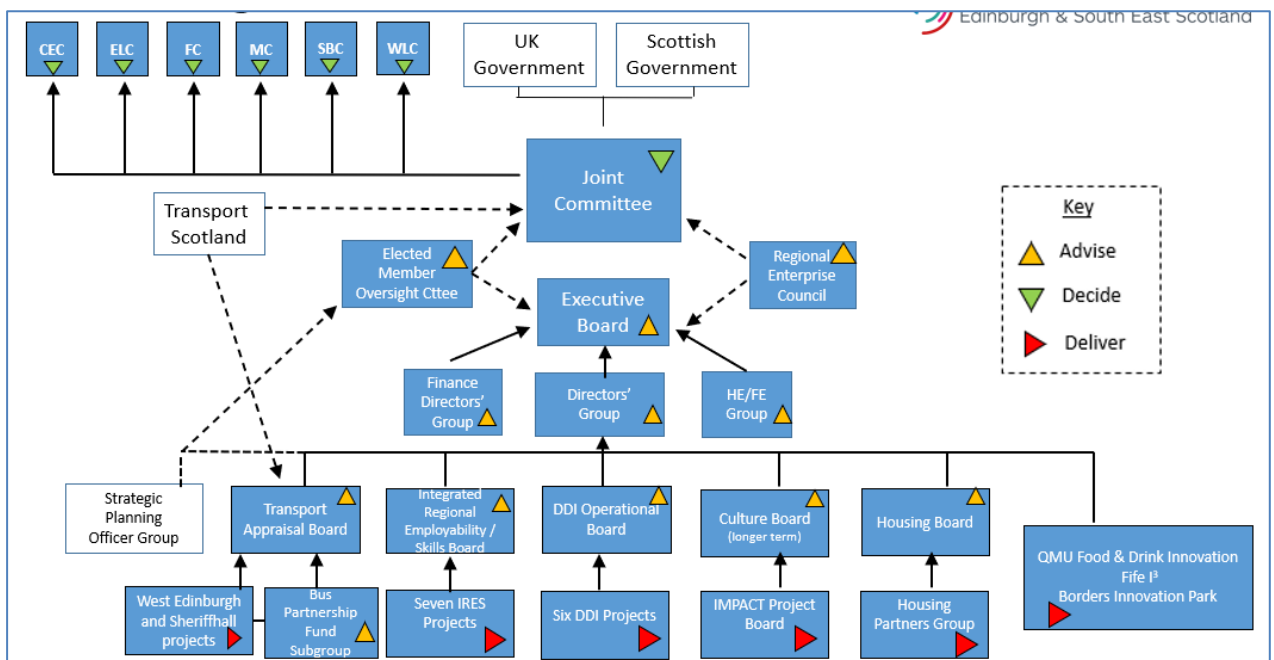
It is these nested functional geographies that provide significant strengths and opportunities, for example: planning and strategy development; scaling up or down to identify challenges, opportunities, solutions and interventions, and tackling common issues and finding efficient and effective ways of delivering shared priorities, ambitions and value for money.

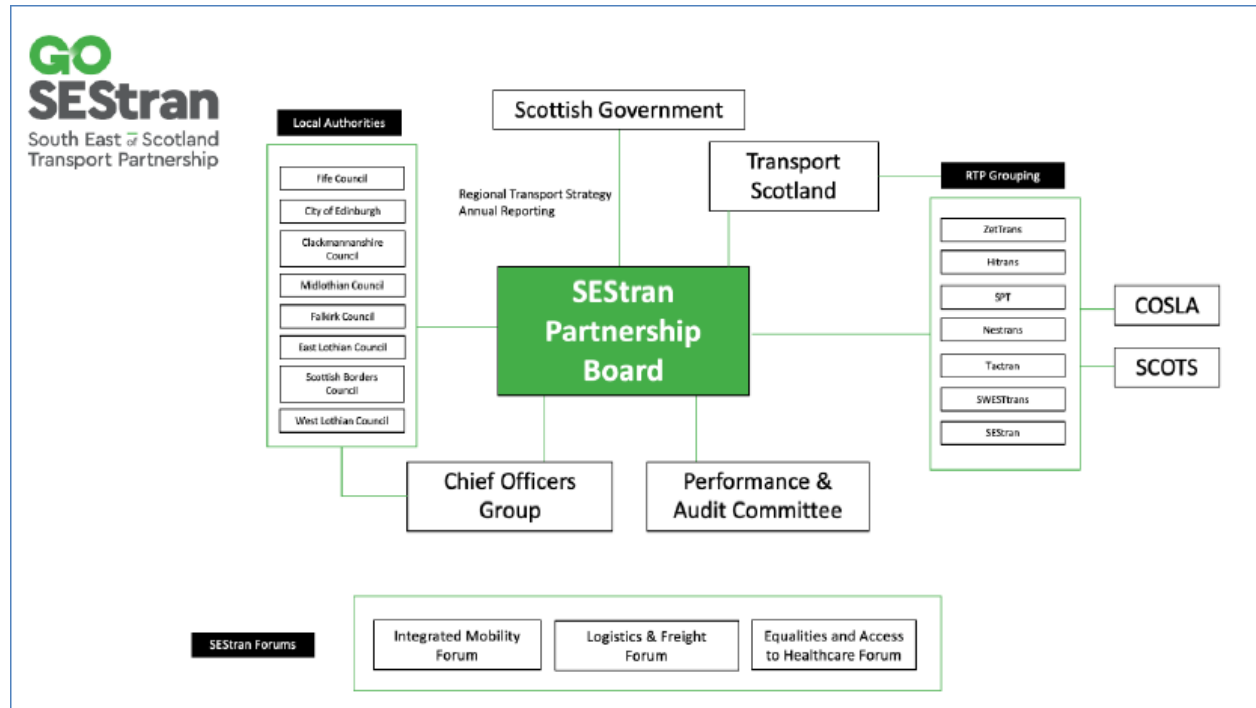
In that context, this concordat seeks to articulate a way of working that explains the practicalities of ‘why, what, who, where, when and how’ we could work together to help align governance, engagement, decision making and delivery of shared ambitions.

There is no additional resource requirement expected for SEStran or ESESCRD as a result of this concordat being agreed. Rather this concordat seeks to make better use of existing resources. Should more resources be made available, for example, as a result of successful bids for funding, these will be made available to all relevant partners.

The geographies and governance structures of both bodies are shown below:

### Edinburgh & South East Scotland City Region





## b) Strengths

### Edinburgh and South East Scotland City Region Deal

**Scope:** The Edinburgh & South East Scotland City Region Deal Governance structure is well established and deals with a wide range of cross-cutting place-based themes (Innovation, Employability and Skills, Transport, Culture and Housing), in a collaborative way.

**Representation:** The established Deal governance structure already has ‘all the right people in the room’ at all its levels, and provides a firm basis for collaboration, engagement and delivery across a wide range of national, regional and local policy priorities and issues.

At the top of the structure (Joint Committee, Executive Board and Regional Enterprise Council) the public, private, HE/FE and third sectors are represented at the most senior level (Leaders and Chief Executives). There is also regular engagement with Governments at ministerial, Director and Deputy Director Level.

In the middle of the structure, the Directors of Place, Finance, Economy and HE/FE sectors across the region ensure that the thematic boards operate effectively. UK and Scottish Government are directly represented on the Directors’ Group.

In terms of delivery, local authorities and other relevant stakeholders (including Government and its agencies) work together to successfully deliver the Deal’s projects across its five themes over the past five years. One of these themes is Transport, which is overseen by the Transport Appraisal Board (TAB), which includes representatives from the local authorities, SEStran, HE/FE Sector and Transport Scotland.

The Deal structure is therefore reflective of a wide range of stakeholder interests and ambitions and is well-placed to be a platform for a consolidated regional voice.

It should be noted that the sovereignty of each local authority also remains, and the same is true of the other public, private and third sector organisations that participate within this governance framework. It is how parties engage and collaborate in this governance framework that sets the foundation and context for aligned autonomous decision making across these bodies.

**Adaptability:** The structure is sufficiently wide ranging and flexible that it can adapt to deliver new or an expanded scope of planned activity or can respond rapidly to address new issues as they arise. Two examples of this in the transport theme that the TAB has developed include: Delivering the Bus Priority Rapid Deployment Fund in 2020, and successfully acting as a sounding board to coordinate and develop a bid into the Bus Partnership Fund in 2021. Business cases for measures in a number of corridors for these measures are now being coordinated by subgroups of the TAB, and overseen by the TAB.

**Long-Term:** This structure provides a direct conduit to UK and SG in terms of Deal activity up to the Deal's lifetime in 2033, and beyond this in terms of the Regional Prosperity Framework delivery to 2041.

## **SEStran**

The SEStran 2035 Regional Transport Strategy was approved by Ministers in March 2023, and provides the framework and a direction for transport in the southeast of Scotland area covered by the eight partner local authorities. SEStran will now work with partners to deliver the RTS. The immediate next steps are to:

- Align local transport strategies with Regional Transport Strategy;
- Prioritise regional schemes;
- Link strategies and plans across geographical LA boundaries; and
- Pilot innovative ideas.

SEStran will leverage its strengths to develop a range of strategies and initiatives to support partners to deliver the RTS. These will include:

- A regional bus strategy, including mass rapid transit and demand responsive transport (DRT)
- A regional EV charging strategy, including examination of the market following the forthcoming dissolution of ChargePlace Scotland
- Regional freight study
- Development and rollout of a regional, and ultimately national, journey planning app including DRT
- The establishment of a shared resource forum

Regional Transport Partnerships like SEStran are ideal organisations to incubate and test innovative new approaches in both urban and rural transport settings, for example MaaS (Mobility as a Service), Demand Responsive Transport (DRT), and sustainable logistic pilots.

SEStran works collaboratively with:

- Local authorities and transport operators on regional projects such as real time passenger information and bus partnership fund project work;
- Community groups to help and support them in delivering projects and studies (e.g. GO e-Bike and Newburgh Rail Station appraisal); and
- Wider national transport groupings through the national RTP network, working jointly to deliver national initiatives like Thistle Assistance and Travel Know How.

As the statutory body for regional transport planning and delivery, SEStran has a direct reporting relationship with the Scottish Government via Transport Scotland. and to the UK Government via the Department for Transport on UK transport policy initiatives and regulations.



### 3. Proposals for Complementary Working

#### a) (What and Where?)

The areas of focus for the two bodies would be first coordinated in the joint development of a Regional Transport Masterplan, which will complement STPR2 and the RTS, to set out a clear portfolio of regional programmes and projects and the approach to their funding and delivery (see page 3).

Both bodies agree that there are significant benefits in joint working within and beyond the SEStran area. The role and responsibilities of SEStran and ESESCRD to deliver the interventions will be agreed by both parties on a 'case-by-case' basis, depending on the type of intervention, skillsets required, availability of resources and optimal governance structure to deliver the outcomes effectively and efficiently.

Some examples of how this might work are set out in Table 1 below:

**Table 1: Examples illustrating how ESES CRD and SEStran could potentially work together to realise transport programmes and interventions**

Geography	Programme (example)	Interventions	Role of SEStran	Role of ESES CRD/TAB
Local Intervention	Local road improvements		No role	No role
	Local road improvements Cross boundary		Stakeholder and coordination	Is it delivered through CRD? Could be a TAB project?*
	Active Travel/cross boundary		Stakeholder and coordination	Is it delivered through CRD? Could be a TAB project?*
	Low Emission Zones	Assess regional impacts on rest of network and services.	Stakeholder and coordination of partnership mitigation	Stakeholder if it affects existing projects
	WETIP		Stakeholder and coordination	CRD project with TAB

Within SEStran Region (some but not all local authorities)	Green Forth	A number of programmes or projects that have or would benefit from cross regional co-ordination	Stakeholder in emerging Transport Group. Contribution to business case development. Links with SEStran study and freight improvements	Stakeholder and RPF alignment and Regional Transport Masterplan
Across all SEStran Region	Electric Vehicle Charging Point Provision	Shared procurement to deliver economies of scale to scale up and secure better buying power in delivery.	Merged planning & delivery SEStran & CRD	Merged planning & delivery SEStran & CRD
	Integrated Ticketing/app	Regional and national delivery and policy development	Coordination & delivery. Stakeholder in policy development	Stakeholder in delivery and policy development
	Freight improvements	Consolidation centres, improved driver facilities, cargo bikes, EV charging points	Merged planning & delivery SEStran & CRD	Merged planning & delivery SEStran & CRD
	MaaS & RTPI	Consolidation of travel information, ticket booking and payment. Passenger information and confidence	Coordination & delivery	Stakeholder
	Accessibility	Network assessable for all. Physical access and digital access (including telephony)	Stakeholder, coordinator, delivery	Stakeholder, coordinator, delivery
	Regional Transport Masterplan	Clear vision and pipeline of projects to deliver the ambition of RPF and RTS	Stakeholder, coordinator, delivery	Stakeholder, coordinator, delivery
Beyond SEStran region	Trunk Road Investment	Coordinated lobbying through multiple Deal governance structures on	Stakeholder	Stakeholder, facilitator

		transport (and other) issues could be very impactful in that context		
	High Speed Rail		Sponsor development, develop case for change stakeholder/ coordinator	Sponsor development, develop case for change stakeholder/ coordinator
	New rail corridors		Stakeholder/ coordinator	Stakeholder
	Rail Station Development		Sponsor development, develop case for change stakeholder/ coordinator	Sponsor development, develop case for change stakeholder/ coordinator
	Airport		Stakeholder	Stakeholder
	Ferry		Stakeholder	Stakeholder
	Drones	Drone regulation and corridors. Need to input into process and lobby for development in Scotland	Stakeholder/ coordinator	Stakeholder/ coordinator
	AI/Automated Vehicles	Regulation and corridors. Need to input into process and lobby for development in Scotland	Stakeholder/ coordinator	Stakeholder
	Alternative fuels	Hydrogen, EV, e-fuels etc development and testing	Stakeholder/ coordinator	Stakeholder

*\*TAB's remit initially only covered CRD projects, which are already defined and signed up to. However the remit has been expanded in the current Terms of Reference (see Appendix 1) that state: To assess and agree upon the optimal transport interventions to meeting the objectives of the City Region Deal; and to do so within the context of extant and emerging policies and strategies at national, regional, and local levels. The Terms of Reference are reviewed on an annual basis, with the next update due in November 2023.*

## **b) Governance (How?)**

To ensure an aligned regional way of working, where planning, transport and housing strategies are aligned with the Regional Prosperity Framework in terms of content, direction and governance, the process through which associated transport interventions will be implemented must be clearly defined.

However, the opportunities for a blended delivery approach should always be taken advantage of where appropriate, to utilise the merits of each governance model, accessing regional knowledge/decision making, streamline the delivery, strengthen the opportunities of regional delivery and unify engagement with governments.

## **c) Timescales (When?)**

The new approach would commence in autumn 2023.

The first priorities will be joint working to develop propositions for the Regional Transport Masterplan and Electric Vehicle charging expansion plan.

This will include agreement on:

- Its programmes and projects (prioritised);
- Detail on how the programmes and projects will be funded and any sources of monies and regulatory protocols that may have a regional dimension and that may help cross subsidise the desired outcomes (WPL / LEZ / Other forms of road user charging / integrated ticketing / DRT / MaaS / lobbying for national investment etc).
- Collaboration agreements for EV charging expansion; and
- Regional EV charging expansion delivery and operation.

## **4. Areas of Joint Working**

SEStran and ESESCRD are committed to the following areas of joint working in seeking to deliver the Shared Vision:

1. Regular dialogue to understand each other's policy, planning, strategy, and delivery perspectives.
2. Deliver projects through the appropriate governance models (SEStran or City Region Deal), while taking every opportunity for collaborative delivery to maximise the efficiency and effectiveness of existing structures/forums.
3. Working closely and collaboratively on policy, planning, strategy research, analysis issues which are of strategic importance to both.
4. An open exchange of information during joint working, respecting any confidentiality required by either party
5. Developing a set of desired outcomes from the planning process as it relates to integrated land-use and transport planning and provision for the city region
6. Building on current and previous studies, plans and strategies to identify future economic development, land-use and transport integration solutions for the city region, in partnership with UKG & SG, Transport Scotland and other key agencies as required.
7. Identifying policies, actions and interventions which are based on a joint understanding of the development requirements of the city region which support the vision of the Economic Prosperity Plan, the emerging Regional Spatial Strategy and RTS.

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|--|
| 8. Undertaking mutually beneficial joint economic development, transport and land-use modelling, research and analysis, and transport network modelling which will inform future planning and policy decisions in the city region. |
| 9. Where appropriate and agreed, jointly lobby external organisations on matters of mutual interest in respect of economic development, transport and related legislative and governance arrangements at a regional dimension      |

## 5. Principles of Engagement

In support of the Shared Vision and Areas of Joint Working SEStran and ESESCRD will commit to the following:

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|---|
| 1. SEStran will continue to be represented at the ESESCRD Transport Appraisal Board and local authority representatives on the City Region Deal Directors' Group will be responsible for delivery outcomes of the SEStran Chief Officers' Group         |
| 2. SEStran will be a member of the external advisory group for development of future City Region Deal and associated funding proposals. ESESCRD proposals will be incorporated into the RTS Programmed Investment Plan and transport funding proposals. |
| 3. Communications will be undertaken in an open and transparent manner, with mutual professional respect, and a joint communications plan will be developed for strategic issues.   |

## **Appendix 1: Transport Appraisal Board Terms of Reference**

### **Terms of Reference for the Edinburgh and South East Scotland City Region Deal Transport Appraisal Board (TAB)**

**Last Discussed by TAB:** 7 November 2022 (to be agreed by email by next meeting on 6 February 2023)

**Next consideration by TAB due:** 27 November 2023

#### **Membership**

The Edinburgh and South East Scotland City Region Deal Transport Appraisal Board (hereinafter referred to as 'the Board') to comprise:

- South East Scotland Regional Transport Partnership (SEStran)
- Transport Scotland
- Representatives from the six constituent local authorities
- Representative from the higher education/further education (HE/FE) sector
- City Region Deal Project Management Office (observer)

The Board is also able to co-opt representatives of other bodies and/or individuals for limited periods to address specifically defined matters.

#### **Context**

Investment in transport infrastructure is a major theme of the City Region Deal, as it is an essential component of driving inclusive growth. It extends across almost all of the other City Region Deal themes. Two specific named transport projects are included in the inventory of City Region Deal investments, these being the upgrade of the A720 Sheriffhall junction, and public transport improvements at West Edinburgh. There are also City Region Deal projects with significant associated transport elements, including Easter Bush, the Food and Drink Innovation Hub at Queen Margaret University and the seven strategic housing sites. City Region Deal investment projects need to maximise and seek to ensure that opportunities for improving accessibility across the region (as well as to areas outwith the region) are fully taken and need to align with appropriate strategies so as to meet the overall ambitions of the City Region Deal.

#### **Purpose**

To make recommendations to the Joint Committee on the approach towards delivering the transport elements of the City Region Deal Investment Programme. This will include recognition of pertinent strategies and include matters of overall regional policy and strategy in relation to City Region Deal aims, objectives, and specific investment projects.

#### **Responsibilities**

- To assess and agree upon the optimal transport interventions to meeting the objectives of the City Region Deal; and to do so within the context of extant and emerging policies and strategies at national, regional, and local levels. These include the National Transport Strategy 2, the Strategic Transport Projects Review 2, and the Regional Transport Strategy, as well as local transport strategies and local development plans, and any similar relevant plans/policies/strategies, including the Regional Spatial Strategy, that emerge during the City Region Deal period.
- To use that assessment as the basis for direct transport input to the City Region Deal's Regional Prosperity Framework, its Implementation Plan which will recommend priority regional transport interventions through "Big Move 3 - Sustainable Transport" and any subsequent review or update of that document.
- To work with the statutory planning and transport authorities of the region together with the statutory agencies and any other relevant bodies to deliver and manage responsible economic development and growth,
- To ensure that TAB input and resulting transport interventions, are consistent with the delivery of the regional spatial strategy.
- To ensure close liaison of the Board with the City Region Deal Boards responsible for Data Driven Innovation, Housing, and Employability/Skills.

- To ensure positive and regular engagement with the City Region Deal Regional Enterprise Council so as to be well-informed of the transport related views, issues and objectives of the commercial/business/third sectors.
- To use the extensive stakeholder base of the Board partners and the outcomes of consultation work by partners, to ensure that policy and strategy is suitably informed.
- To ensure a consistent approach to the business cases underpinning the specific transport projects, and those with a transport element, thereby enabling a region-wide view of the cumulative impact of transport related City Region Deal projects.
- To oversee the Edinburgh and South East Scotland Bus Service Improvement Partnership and its delivery of the interventions that will arise as a result of the TAB's bid to the Bus Partnership Fund. It is noted that Transport Scotland does not have a role in overseeing the Bus Service Improvement Partnership. With regard to the Bus Partnership Fund, Transport Scotland would not offer approval in this forum as this would be undertaken through Fund Governance.
- Transport Scotland may not have a locus to comment on regional matters, therefore approval from other TAB members would be more appropriate. With regard to City Region Deal business cases, formal approvals are given by Scottish Government and they seek advice from Transport Scotland as appropriate. Given the above, it should be taken that TAB approval only relates to Regional Partners unless explicitly stated that Transport Scotland approval has been granted.
- To engage with Transport Scotland as a statutory authority in relation to trunk road and rail network matters concerning other Deal projects and related regional matters overseen by the Board as appropriate.
- To assist in this work the Board will be expected to have regard to the following.
  - The strategic rationale, demand/need, objectives, evidence, costings and delivery programme and mechanisms for projects, their relationship and phasing in the overall programme, including cumulative impact.
  - Shared use of data to provide a common evidence base.
  - Recognition of best practice, including Treasury Green Book, and Scottish Transport Appraisal Guidance.
  - Access to funds and budgets.
  - Maintain an overview of the impact of interventions across the region through environmental and other assessments.
- To review these terms of reference on an annual basis to ensure that they remain relevant and optimal in supporting the delivery of City Region Deal objectives.

### **Meetings**

Six weekly or as may otherwise be agreed by the Board; or as may be called by the Chair. Meetings will normally be held virtually on MS Teams to minimise travel demand on attendees. The City Deal Project Management Office will provide the secretariat.

### **Quorum**

There is no quorum for the Board. Members can send substitutes from their respective organisations if desired.

Where the Board intends to adopt a position or make recommendations to the Joint Committee on transport matters, every effort will be taken to ensure that all members have had the opportunity to inform the Board's decision.

### **Sub Groups**

Where agreed by the Board as necessary and beneficial, a sub-group comprising members of the Board and, with the agreement of the Board, any co-opted bodies and/or individuals, may be established for a specified period to consider and report to the Board on a defined relevant transport related matter.