

28th NOVEMBER 2019 CCRTA MEETING

ITEM 3 - METRO PLUS – METRO ENHANCEMENT FRAMEWORK (MEF)

REPORT OF CARDIFF CAPITAL REGION DIRECTOR KELLIE BEIRNE

AGENDA ITEM

REASON FOR REPORT

- 1) To update Members on the Metro Enhancement Framework (MEF) that has been drafted by Welsh Government (WG), Cardiff Capital Region (CCR) and Transport for Wales (TfW) to focus and prioritise the future transport programme for South East Wales and to take account of the following:-
 - Well-being of Future Generations Act
 - National Development Framework for Wales
 - Long list of potential enhancements to the South Wales Metro (SWM) – disjointed/conflicting/non-strategic
 - to inform future WelTAG studies to determine the most sustainable options for developing the Metro in the future
 - after the committed Core Valley Lines (CVL) transformation & after the committed Metro Plus schemes beyond the CVL
 - Inform Wales' Transport Strategy, Strategic Development Plan for S.E. Wales, Local Development Plans & Local Transport Plans.

- 2) Members are asked to endorse this MEF as a way forward including the scoring mechanism for assessing future proposals. This report therefore seeks to:-
 - a) Update Members on the draft MEF, underpinned by the WelTAG and aligned with and the Cardiff Capital Region (CCR) City Deal Investment & Intervention Framework (IIF) and the draft Common Assessment Framework (CAF), as a way to secure funding for future transport proposals;

- b) Request that this report be submitted to a future meeting of Regional Cabinet for information.

BACKGROUND

- 3) A MEF has been prepared to enable WG, TfW and the CCRTA to start developing the pipeline of future transport projects that can be delivered to further complement the existing commitments being delivered as part of the Metro and Metro Plus programme.
- 4) The MEF has been devised by WG collaboratively with TfW & Cardiff Capital Region Transport Authority (CCRTA) through a working group to help identify areas & 'transport corridors' where transport solutions could address the WFGA goals.

METRO ENHANCEMENT FRAMEWORK (MEF)

- 5) The work included the identification of 13 transport corridors across the South Wales Metro area. A map of the corridors can be found at Appendix 1 and include:-

Cardiff Central Corridor
Cross Valley Corridor (Middle)
Cross Valley Corridor (North)
Cross Valley Corridor (South)
Eastern Valley Corridor
Ebbw Valley Corridor
Maesteg/Bridgend/Porthcawl – Cardiff Corridor
Newport – Cardiff Corridor
Chepstow – Newport Corridor
North West Cardiff Corridor
Rhondda Valleys Corridor
Rhymney Corridor and
Vale of Glamorgan Corridor.

- 6) Corridors were scored against a set of 14 criteria and weightings were applied to each of the criteria where they were sensitivity tested.
- 7) The 14 criteria have been grouped under 4 headings and include:-

Sustainable Development / Climate Change

- Car dependency (access to stations)
- Road congestion hotspots
- Ability to further promote active travel access to Metro

- Air quality issues – NOx and AQMAs
- Traffic related noise issues

Inclusive Communities

- Public transport access to employment in key settlements
- Public transport access in areas of high unemployment
- Public transport access to post 16 education
- Public transport access to NHS patients
- Potential social inclusion +64
- Potential social inclusion under 25s

Culture / Tourism

- Access to key tourism sites/attractions

Economic Growth & Development

- Supporting strategic development sites
- Access to Enterprise Zones and Airport.

8) Three different weightings were tested as follows:

Sustainable Development / Climate Change

Test 1 30%

Test 2 30%

Test 3 40%

Inclusive Communities

Test 1 35%

Test 2 25%

Test 3 30%

Culture / Tourism

Test 1 5%

Test 2 5%

Test 3 5%

Economic Growth & Development

Test 1 30%

Test 2 40%

Test 3 25%

9) With all three tests that TfW carried out with different weightings given for each test, four of the 13 corridors repeatedly scored higher where the top 4 corridors for each test are below.

- Test 1 - Chepstow – Newport Corridor / Maesteg/Bridgend/Porthcawl – Cardiff Corridor / Vale of Glamorgan;
- Test 2 - Maesteg/Bridgend/Porthcawl – Cardiff Corridor / Chepstow – Newport Corridor / Vale of Glamorgan; and

- Test 3 - Chepstow – Newport Corridor / Maesteg/Bridgend/Porthcawl – Cardiff Corridor / North West Corridor.
- 10) Therefore, to progress further, the Technical Note prepared by WG to identify the need for the MEF and the process undertaken to advise the Minister of Economy & Transport on the work carried out, needs to be adopted by Stakeholders (WG, TfW and the Cardiff Capital Region). The Minister for Economy and Transport approved the MEF as a way of prioritising transport corridors following the existing commitments and therefore it is envisaged that WG funding will be directed towards these priorities in the future.
 - 11) The four top priority corridors as identified above will now seek funding to progress through the first stage of the WelTAG process (Strategic Outline Case (SOC)). The proposed outcome of the WelTAG Stage 1, will be a short list of potential solutions for each of the four corridors. On completion of the SOC for each corridor, it is proposed that a coherent transport investment program for the proposals will be prepared in partnership with CCRTA. It is anticipated that the WelTAG process for these corridors will identify and consider solutions that include all modes of transport across the Metro network.
 - 12) WG is supportive that the MEF criteria includes and complements City Deal priorities along with ensuring that all schemes consider the wider goals in relation to climate change, active travel, health and any other national and regional policies and strategies. However, as the MEF is based on a corridor approach, it is not possible to evidence the CCR ‘additionality’ at this stage as there is no benefit in assessing these on a corridor basis, as they would likely all score the same. Additional criteria has been included in the CAF over and above that of the MEF to include the core components of City Deal around i) Digital; ii) de-carbonisation iii) electric charging infrastructure; iv) skills development; and v) enabling broader regeneration and any schemes that are identified as a result of the WelTAG Stage 1 for the four top priorities, will then need to take into account the core components of City Deal when individually developed for delivery through each of the WelTAG stages when assessing individual interventions.
 - 13) WelTAG Stage 1 studies for the remaining nine corridors will be progressed in future as funding & resources allow.

Local Member consultation (where appropriate)

- 14) This report is one of a series of updates on programme activity, whereby regional engagement will take place.

Reason for Recommendations

- 15) To provide Members with an update on the work done to date.
- 16) To request that Members endorse this approach for prioritising future transport proposals in accordance with the corridor approach identified within the MEF and in partnership with WG and TfW.

Financial Implications

- 17) This report seeks the Regional Transport Authority's endorsement of the Metro Enhancement Framework and the priority corridors for potential future investment. The report does not have any direct financial implications at this stage.
- 18) Any future formal requests to Cardiff Capital Region City Deal Joint Committee for project funding will need to align to the requirements of the Investment & Intervention Framework. This includes the requirement to produce acceptable business cases in line with the funding requirements set out by HMT and Welsh Government as well as best practice. This is key to ensuring that City Deal funding terms and conditions are observed at all times and the risk of costs proving to be abortive at a later stage are minimised.

Legal Implications (including Equality Impact Assessment where appropriate)

- 19) As Members will be aware, the Councils established the Cardiff Capital Region City Deal ("City Deal") and entered into the joint working agreement on 01 March 2017 ("JWA") to formalise their respective roles and responsibilities in relation to the City Deal. The JWA includes an Assurance Framework, which amongst other matters sets out detail as to how potential projects (referred to in the JWA as Candidate schemes) will be appraised.
- 20) This has further been developed within the Overarching Funding Agreement and Investment framework. The Overarching Funding Agreement importantly sets out the investment criteria, which will be used to initially assess applications at the initial SIFT stage. Applications taken forward for consideration will be the subject of detailed due diligence undertaken in accordance with the Assurance Framework and the Investment Framework, which framework is predicated on a 'Proportionate Business Case Development Process, which is in turn a due diligence process based on the HM Treasury Green Book (using the Five case Model) as amended, on a proportionate basis to reflect the scale, nature and complexity of the relevant application). This point is raised because:-

(1) it is important that all schemes considered by the RTA follow the aforementioned process. To this end, Legal Services are instructed that the MEF, which forms the subject of the report to RTA, is not intended to replace the aforementioned process but rather to sit alongside and compliment the same.

(2) the Welsh Government funding conditions require that schemes must be selected in accordance with the arrangements set out in the JWA and Assurance framework.

Pursuant to delegated authority approved by the Regional Cabinet dated 12 September 2019 the RTA has delegated powers to make decisions as regards all associated matters required to facilitate the implementation of the Metro Plus projects within the envelop of the approved budget of up to £15m.

It is noted the Minister for Economy and Transport has approved the draft MEF as set out in this report.

Wellbeing of Future Generations (Wales) Act 2015

- 21) The Well-Being of Future Generations (Wales) Act 2015 ('the Act') is about improving the social, economic, environmental and cultural well-being of Wales. The Act places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible. In discharging their respective duties under the Act, each public body listed in the Act (which includes the Councils comprising the CCRC) must set and published well-being objectives. These objectives will show how each public body will work to achieve the vision for Wales set out in the national well-being goals. When exercising its functions, the Regional Transport Authority should consider how the proposed decision will contribute towards meeting the 'well-being duty' and in so doing assist to achieve the national well-being goals.
- 22) The well-being duty also requires Councils to act in accordance with a 'sustainable development principle'. This principle requires Councils to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that the Regional Transport Authority must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Regional Transport Authority must:
 - Look to the long term
 - Focus on prevention by understanding the root causes of problems
 - Deliver an integrated approach to achieving the 7 national well-being goals
 - Work in collaboration with others to find shared sustainable solutions
 - Involve people from all sections of the community in the decisions which affect them.
- 23) The Regional Transport Authority must be satisfied that the proposed decision accords with the principles above.
- 24) To assist the Regional Transport Authority Cabinet to consider the duties under the Act in respect of the decision sought an assessment has been undertaken

, which is attached as an Appendix to this report (Wellbeing of Future Generations Assessment) for Member's consideration (Appendix 2).

- 25) In preparing reports due regard must be given to the Statutory Guidance on the Act issued by the Welsh Ministers, which is accessible using the link below:

<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

Equality Act 2010

- 26) In considering this matter, regard should be had, amongst other matters, to the Councils' duties under the Equality Act 2010. Pursuant to these legal duties the Regional Transport Authority must in making decisions have due regard to the need to (1) eliminate unlawful discrimination (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are:

- Age
- Gender reassignment
- Sex
- Race – including ethnic or national origin, colour or nationality
- Disability
- Pregnancy and maternity
- Marriage and civil partnership
- Sexual orientation
- Religion or belief – including lack of belief

RECOMMENDATIONS

The Cardiff Capital Region Transport Authority is recommended to:

- 1) Note and endorse the Metro Enhancement Framework and its scoring mechanism.
- 2) Agree the four prioritised corridors as resulting from the MEF as set out in the body of the report.
- 3) Note that this report will be submitted to a future meeting of the Regional Cabinet for information.

KELLIE BEIRNE
CARDIFF CAPITAL REGION DIRECTOR
30th October 2019

The following Appendices are attached:-

Appendix 1 – Map of 13 identified corridors for future investment
Appendix 2 – Wellbeing of Future Generations Assessment

The following background paper has been taken into account:-

Cardiff Capital Region Report – “Strategic Outline Programme for Metro Plus – Phase 1 – Programme of Local ‘Future Mobility’ Schemes” – 18th February 2019