



# STRATEGIC TRANSPORT PROJECTS REVIEW

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## Borders Region Option Sifting Update

February 2021

**Jacobs** **AECOM**

PROJECT NAME	
Project No:	B2356701
Document Title:	Borders Region Option Sifting Update
Revision:	Final
Date:	03/02/21

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## Contents

<b>1. Introduction .....</b>	<b>1</b>
1.1. Background & Report Purpose .....	1
1.2. Summary of Work Undertaken to Date .....	2
<b>2. Option Sifting.....</b>	<b>5</b>
2.1. Overview.....	5
2.2. Transport Planning Objectives.....	6
2.3. Option Sifting .....	8

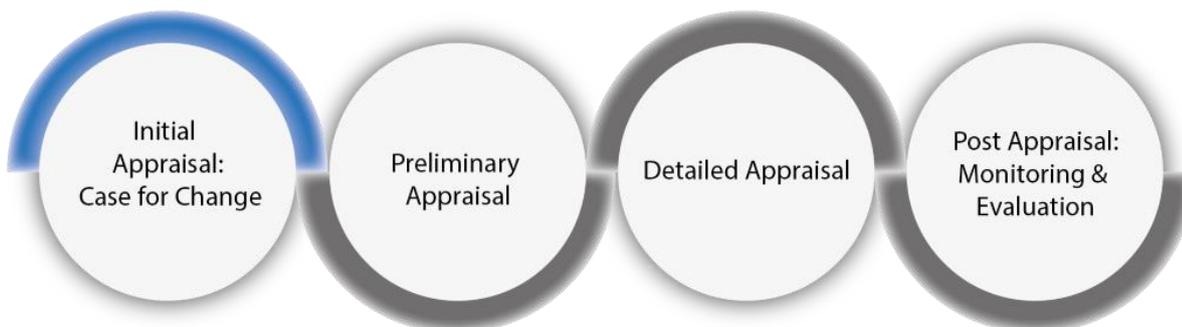
## Appendices

### Appendix A: Mapping of Borders Transport Corridors: Pre-Appraisal Study Objectives to STPR2 Borders Regional Sub-Objectives

# 1. Introduction

## 1.1. Background & Report Purpose

Transport Scotland is currently undertaking the second Strategic Transport Projects Review (STPR2) to inform the Scottish Government’s transport investment programme in Scotland over the next 20 years (2022 – 2042). STPR2 takes a national overview of the transport network with a focus on regions and will help deliver the vision, priorities and outcomes that are set out in the new National Transport Strategy (NTS2)<sup>1</sup>. STPR2 is being carried out in accordance with the Scottish Transport Appraisal Guidance (STAG)<sup>2</sup> which is an objective-led, evidence-based transport appraisal process. The 4 key phases of STAG are illustrated in Figure 1.



**Figure 1: The 4 Key Phases to the Scottish Transport Appraisal Guidance**

The Case for Change constitutes the first phase of STAG, with a Case for Change report having been developed for each of the STPR2 regions (see Figure 2). It sets out the evidence base for problems and opportunities linked to the strategic transport network in the region, drawing on relevant data analysis, policy review and stakeholder engagement. These regional reports are supported by a national level Case for Change report which sets out the overarching vision for transport investment in Scotland and the challenges that must be addressed to support delivery of the priorities set out in NTS2. STPR2 specifically focusses on Scotland’s key strategic transport assets, which are wide ranging and varied. In the context of STPR2, the strategic transport network is defined as being:

- All transport networks and services owned, operated and funded directly by Transport Scotland;
- Transport Access to Major Ports and Airports; and
- The inter-urban bus and active travel network and principal routes within the City Region areas.

Initial Appraisal - Case for Change reports have already been published for 3 of the 11 regions that now feed into STPR2, and are referred to as the ‘Advanced Regions’<sup>3</sup>:

<sup>1</sup> Transport Scotland, National Transport Strategy, February 2020, [www.transport.gov.scot/media/47052/national-transport-strategy.pdf](http://www.transport.gov.scot/media/47052/national-transport-strategy.pdf)

<sup>2</sup> Transport Scotland, Scottish Transport Appraisal Guidance (STAG), 2008, [www.transport.gov.scot/media/41507/j9760.pdf](http://www.transport.gov.scot/media/41507/j9760.pdf)

<sup>3</sup> During the Advanced Studies, terminology of the STAG appraisal phases was updated whereby ‘Pre-Appraisal’ was renamed as the ‘Initial Appraisal: Case for Change’ phase.

- Borders region (Borders Transport Corridors: Pre-Appraisal) – This covers the Scottish Borders Local Authority area
- North East region (Aberdeen City Region Deal – Strategic Transport Appraisal: Pre-Appraisal) – This covers Aberdeen City and Aberdeenshire Local Authority areas; and
- South West region (South West Scotland Transport Study – Initial Appraisal: Case for Change) – This covers the Dumfries and Galloway Council Local Authority area and the southern parts of South and East Ayrshire Local Authority areas.

The purpose of this report is to provide an update on the status of the Borders Transport Corridors: Pre-Appraisal (published 2019) and its alignment with STPR2, such that combined they effectively constitute the Borders region’s Initial Appraisal: Case for Change study.

## 1.2. Summary of Work Undertaken to Date

For the purposes of taking forward STPR2, analysis of transport-related problems and opportunities has been undertaken at both national and regional levels, with regional level analysis undertaken across 11 regions. The Scottish Borders local authority area forms one of these regions, as identified in Figure 2.

Each STPR2 region has been considered separately in terms of the data analysis, summary of problems and opportunities, region specific Transport Planning Objectives and option generation. However, given that the Borders Transport Corridors: Pre-Appraisal and South West Scotland Transport Study - Initial Appraisal: Case for Change reports were developed in advance of the other regions, and given the close links and geographical similarities between them, including the formation of the Borderlands Regional Economic Partnership, the Borders and South West regions have been grouped together for the purposes of engagement forming the South of Scotland Regional Transport Working Group covering the Local Authority areas of Dumfries and Galloway and the Scottish Borders.

The Scottish Borders Council are also represented at the Edinburgh and South East Scotland (ESES) Regional Transport Working Group, recognising the travel and transport relationship between the Scottish Borders and Edinburgh City Region. Consideration of the Scottish Borders within the ESES region is not to duplicate or revisit the Borders Transport Corridors Study, rather it is to capture the transport problems and opportunities relating to the Edinburgh City Region travel to work area. Other aspects, for example, internal movements within the Scottish Borders and also connections to other regions/cross-border movements, will be considered in the context of the Scottish Borders region going forward. This report also gives consideration to the more recent ESES optioneering work to ensure any options identified through that process specific to Scottish Borders are considered appropriately and outlined within this report.

The aforementioned regional problems and opportunities analysis, objective setting and option generation exercises are outlined for the Borders region in the Borders Transport Corridors: Pre-Appraisal (which effectively constitutes the STPR2 Case for Change for the

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The Borders Transport Corridors and Aberdeen City Region Deal Pre-Appraisals kept the ‘Pre-Appraisal’ terminology (for reporting consistency), whilst conversely the South West Scotland Transport Study (the last of the 3 to be commissioned) adopted the new Case for Change terminology for reporting purposes.

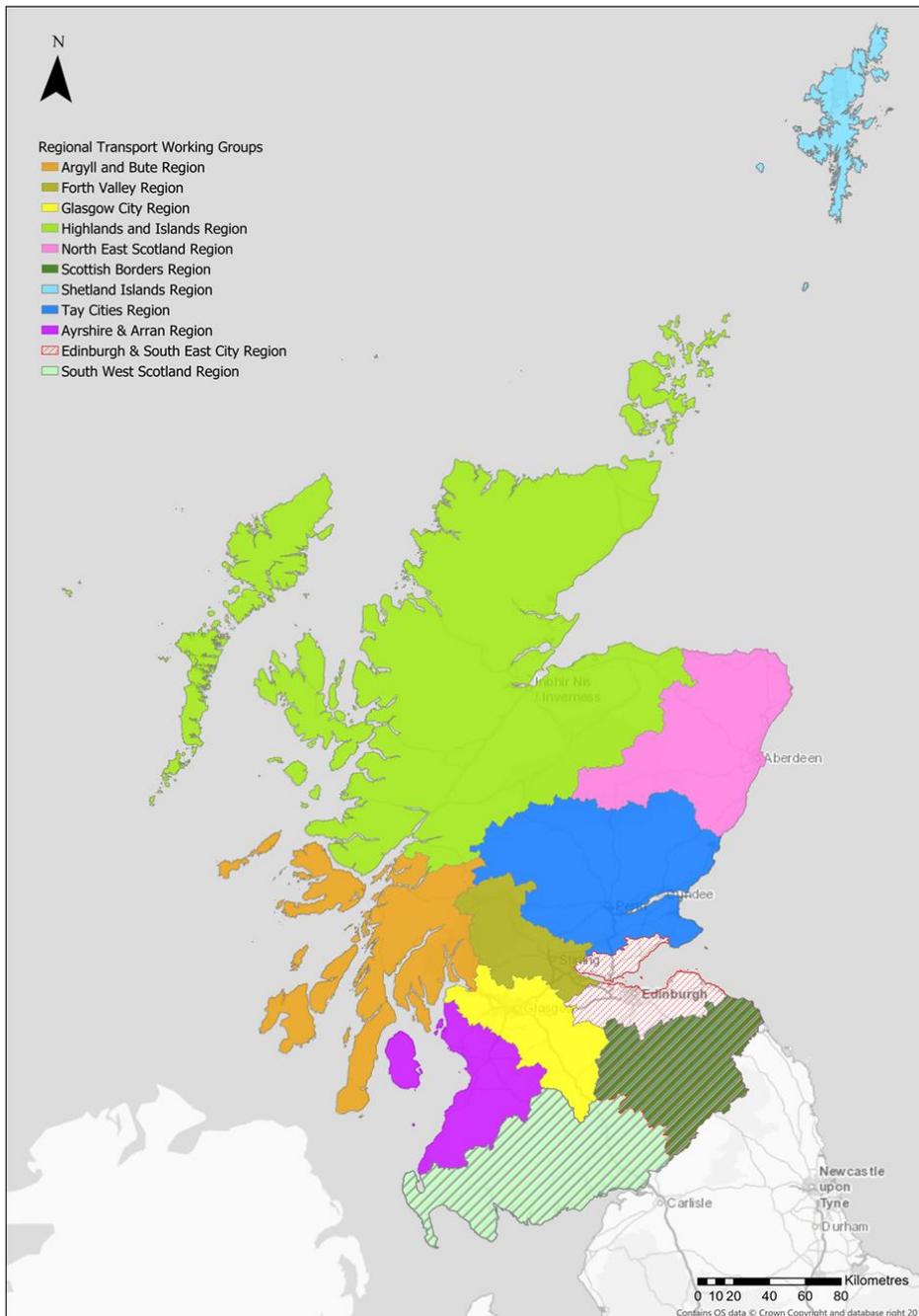
Borders region) that was published in early 2019<sup>4</sup>. The Borders region, along with the South West and North East regions, form 3 'advanced' regions that had Case for Change work completed prior to the commencement of STPR2. The recent Case for Change analysis for STPR2 has therefore focussed on the 8 remaining regions of Scotland, and Scotland as a whole, to take these to the same stage as the advanced regions. These 9 Case for Change reports were published in draft in 2020<sup>5</sup> and will be republished alongside this report following a round of feedback.

Since then, option sifting has been undertaken on the STPR2 options long list. Option sifting is recommended in the Scottish Transport Appraisal Guidance (STAG); where a study generates a large number of options, this list should, for appraisal purposes, be reduced to a manageable level through option sifting.

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<sup>4</sup> Transport Scotland, Borders Transport Corridors - Pre-Appraisal, 2019:  
<https://www.transport.gov.scot/publication/borders-transport-corridors-pre-appraisal/>

<sup>5</sup> Transport Scotland, Strategic Transport Projects Review 2, 2020:  
<https://www.transport.gov.scot/our-approach/strategy/strategic-transport-projects-review-2/>



**Figure 2 - STPR2 Regions**

The STPR2 option sifting methodology was developed to build upon those sifting methodologies adopted for the advanced regions, but adopts specific STPR2 transport planning objectives (TPOs), sifting criteria and the additional scope refinements.

The STPR2 option sifting exercise therefore differs slightly from that undertaken for the advanced regions and so to ensure consistency for the remainder of the STPR2 process, it was decided to review the advanced region option sifting exercises and re-assess their options long lists by applying the STPR2 option sifting methodology. The updated results for the advanced regions will be fed into the subsequent appraisal of options, in parallel with the 8 other regions.

## 2. Option Sifting

### 2.1. Overview

The option sifting methodology adopted for the Borders Transport Corridors: Pre-Appraisal was multi-criteria based where each option from an options long list was reviewed and sifted in or out against the following criteria:

- Whether the option was strategic/regional;
- Whether the option met the study objectives (and address the regional problems and opportunities); and
- Whether there were any potential issues or risks associated with the delivery of the option in relation to feasibility, affordability and acceptability.

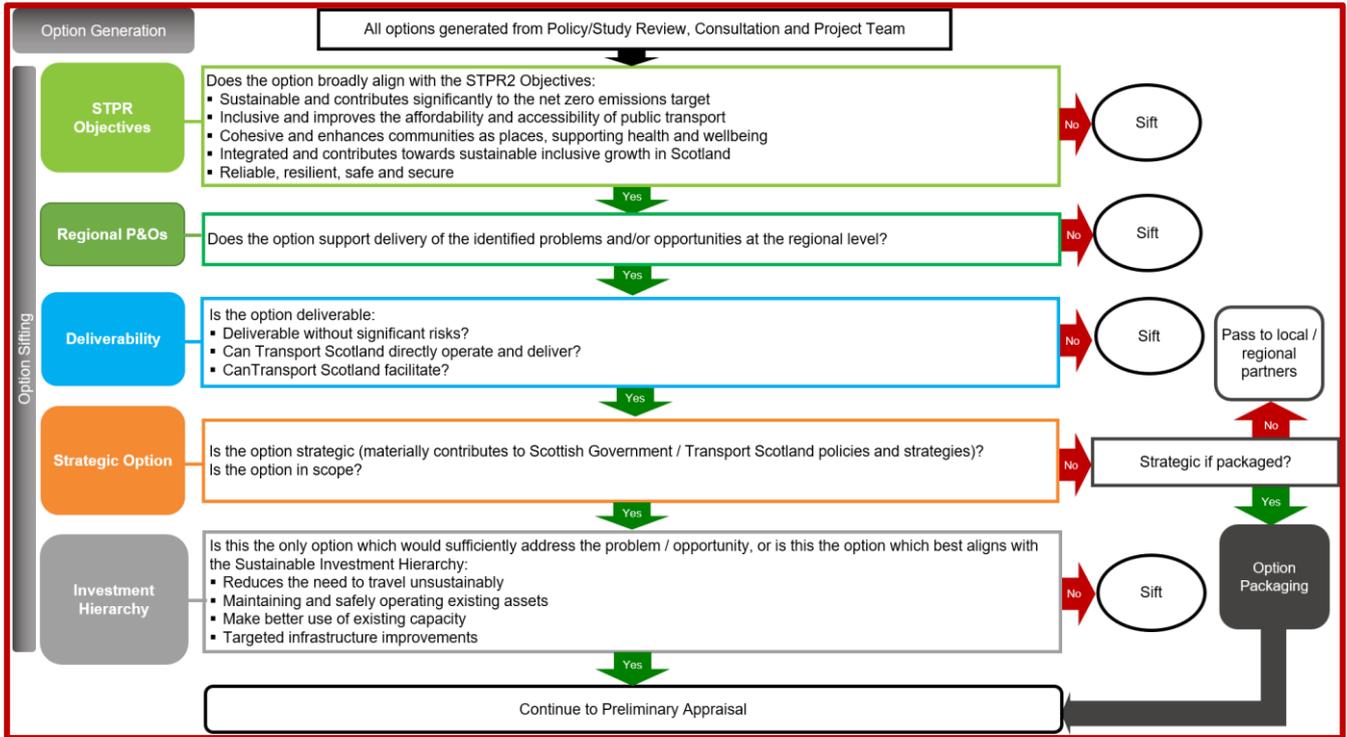
The option sifting methodology adopted for STPR2 is also multi-criteria based, following similar steps as the Borders Transport Corridors: Pre-Appraisal, but has a number of additional / different criteria. These criteria are as follows:

- Does the option align with the STPR2 national objectives:
  - A sustainable strategic transport system that contributes significantly to the Scottish Government's net zero emissions target
  - An inclusive strategic transport system that improves the affordability and accessibility of public transport
  - A cohesive strategic transport system that enhances communities as places, supporting health and wellbeing
  - An integrated strategic transport system that contributes towards sustainable inclusive growth in Scotland
  - A reliable and resilient strategic transport system that is safe and secure for users
- Is the option strategic – an option is defined as strategic if it materially contributes to Scottish Government/Transport Scotland policies and strategies (see the [STPR2 National Case for Change](#) for further detail on the STPR2 strategic definition);
- Is the option in scope – is it considered specifically in scope for STPR2 (see the [STPR2 National Case for Change](#) for further detail on STPR2 scope); and
- How well does the option align to the National Transport Strategy Sustainable Investment Hierarchy<sup>6</sup> - Options are sifted out if another option addresses the same problem / opportunity and better aligns with the Sustainable Investment Hierarchy.

The assessment of how well an option addresses the regional problems and opportunities is retained, as is the deliverability assessment. An outline of the complete STPR2 option sifting methodology is shown at Figure 3:

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<sup>6</sup> The Sustainable Investment Hierarchy will be used to inform future investment decisions and ensure transport options that focus on reducing inequalities and the need to travel unsustainably are prioritised, maintaining and safely operating existing assets and making better use of existing capacity. Only following these steps will investment involving targeted infrastructure improvements be considered. Transport Scotland, National Transport Strategy (Pg 43), February 2020, [www.transport.gov.scot/media/47052/national-transport-strategy.pdf](http://www.transport.gov.scot/media/47052/national-transport-strategy.pdf)



**Figure 3 - STPR2 Option Sifting Methodology**

## 2.2. Transport Planning Objectives

Transport Appraisal undertaken in accordance with STAG should be objective led. Objectives should express the outcomes sought by the study and be based on a comprehensive and evidenced understanding of problems and opportunities in the study area. As such the Borders Transport Corridors: Pre-Appraisal developed a set of 4 TPOs which sought to address the key problem and opportunity themes of the region, these were:

- Improve interchange with and between sustainable transport modes;
- Improve journey times, reliability and safety to employment, key services and leisure;
- Integrate transportation and land-use opportunities to capitalise on the built and natural environment; and,
- Reduce business transport costs for economically competitive sectors.

STPR2 has now formed a set of national objectives that align closely with the 4 priorities, 12 outcomes and 24 policies contained within the current National Transport Strategy (NTS2)<sup>7</sup> plus a fifth objective relating to a reliable and resilient transport network. These overarching national objectives are supported by a series of sub-objectives. These have been developed to apply uniquely to each region, in the case of the Borders region to address the problems and opportunities outlined in the Borders Transport Corridors: Pre-Appraisal and taking cognisance of its original objectives. The 5 national STPR2 objectives, and their sub-objectives specific to the Borders region, are shown below:

- A sustainable strategic transport system that contributes significantly to the Scottish

<sup>7</sup> Transport Scotland, National Transport Strategy 2, 2020:  
<https://www.transport.gov.scot/publication/national-transport-strategy-2/>

### Government's net zero emissions target

- Reduce the consumption of fossil fuels from the strategic transport system in the Borders region and enable a shift to more sustainable modes of transport
  - Increase the mode share of active travel, particularly for shorter everyday journeys within the Borders region and as part of longer multi-modal end-to-end journeys
  - Increase the mode share of public transport within the Borders region and to key centres in other regions, including Edinburgh, Newcastle and Carlisle, by providing viable alternatives to single occupancy private car use and improving journey quality across the network
  - Reduce emissions generated by the strategic transport system in the Borders region
- An inclusive strategic transport system that improves the affordability and accessibility of public transport
    - Increase public transport mode share in the Borders region by improving integration opportunities between bus and rail and for active travel on public transport
    - Improve mobility and inclusion, recognising the specific needs of rural communities, disadvantaged and vulnerable users in the Borders region
    - Reduce transport poverty by increasing travel choice, with particular focus on areas out with the main centres and in communities in the Borders region with high levels of deprivation
    - Reduce the reliance on private car for access to key centres for healthcare, employment, education and cultural sites by improving public transport and active travel connectivity in the Borders region
- A cohesive strategic transport system that enhances communities as places, supporting health and wellbeing
    - Reduce the adverse impacts of the strategic transport system in the Borders region on public health and the natural and built environment by embedding the place principle in the changes to the strategic transport system
    - Increase the mode share of active travel, particularly for shorter everyday journeys in the main population centres and for visitors travelling within the Borders region
    - Reduce demand for unsustainable travel arising from nationally significant growth areas, taking cognisance of the emerging NPF4
- An integrated strategic transport system that contributes towards sustainable inclusive growth in Scotland
    - Increase sustainable access between labour markets and key centres for employment, education and training across the Borders region and to key centres in other regions, including Edinburgh, Newcastle and Carlisle
    - Increase competitiveness of key domestic and international markets, by reducing the business costs of transport for all sectors of the Borders region economy including links to Glasgow, Edinburgh and Newcastle international airports
    - Increase resilience of access to key domestic and international markets to

- encourage people to live, study, work, visit and invest in the Borders region
- Increase the mode share of freight by sustainable modes in the Borders region
- A reliable and resilient strategic transport system that is safe and secure for users
  - Increase resilience from disruption through adaption on the region's strategic road and rail infrastructure in the Borders region, with particular focus on the North-South corridors between the Borders, Edinburgh, Newcastle and Carlisle
  - Reduce transport related casualties in line with reduction targets - in particular accident rates and the severity of accidents on the trunk road network in the Borders region
  - Improve resilience in the region through climate change adaptation within the management and maintenance of trunk road and rail infrastructure in the Borders region
  - Improve perceived and actual security of the strategic transport system across the Borders region

A mapping exercise was undertaken to ensure that the STPR2 regional sub-objectives for the Borders region aligned with the Borders Transport Corridors: Pre-Appraisal objectives, and to ensure that no gaps were identified.

The mapping exercise, as detailed in Appendix A, confirmed that all of the Borders Transport Corridors: Pre-Appraisal objectives map to at least 1 STPR2 overarching objective and its sub-objectives, whilst several map to 2 or 3 STPR2 overarching objectives and their sub-objectives. This exercise provides confidence in the alignment of STPR2 and Borders Transport Corridors: Pre-Appraisal objectives and so can be taken forward for use in the next stage of STPR2 appraisal for the Borders region.

### 2.3. Option Sifting

Following completion of the original Borders Transport Corridors: Pre-Appraisal option sifting exercise, a total of 21 options were retained for further consideration.

The updated option sifting exercise for the Borders region, using the current STPR2 sifting methodology, considered the 21 options from the Borders Transport Corridors: Pre-Appraisal but also looked to include appropriate options for the Borders region from the Edinburgh & South East Scotland (ESES) region long list. This was to ensure any options from that region with a potential impact on the Borders region were considered appropriately. Several options were captured in the ESES long list but in almost all cases these had already been captured in the original Borders Transport Corridors: Pre-Appraisal long list. One specific option from the ESES options list was however considered relevant for further consideration by the Borders region, titled 'New railway station at Burnmouth' and is considered in this report.

Ultimately the updated option sifting exercise for the region using the STPR2 sifting methodology identified a total of 20 options that should be taken forward for more detailed development and appraisal through the next stage of the STPR2 process. The 1 option from the Borders Transport Corridors: Pre-Appraisal which is not now considered appropriate to take forward within STPR2 is 'Option 20 - Secondary Network Safety

Measures: Package of safety measures and improvements to secondary road network performing strategic function'. The reason for sifting this option out is as follows:

- Option relates to local roads - local roads are out of scope for STPR2, unless they provide access to major ports or airports; to nationally significant National Planning Framework (NPF4) sites; or they relate to strategic bus priority or strategic active travel links. This exception does not apply in the Borders region.

Further details on the scope of STPR2 can be found in the [STPR2 National Case for Change](#) document.

As described previously, further options were considered from the ESES long list but only one had not been covered by the previous review, a 'New railway station at Burnmouth'. However following consideration this was also sifted out for the following reason:

- Whilst a new station at this location scores positively against regional sub-objectives, this option does not address the identified capacity problems on the East Coast Main Line (ECML), particularly existing conflicts between local and strategic rail services. In addition, there are already plans and commitments for the provision of a new rail station at Reston (approx. 5 miles north/west of Burnmouth) to serve the east of the Scottish Borders. Given their proximity, it is unclear there would be a requirement for a station at Burnmouth, in addition to Reston, and would likely increase conflict between local and strategic rail services on the ECML. Whilst Reston Station is being progressed outwith STPR2, it is judged to be a better performing solution to address the problems and opportunities.

In summary, Table 1 outlines the short listed options for the Borders region that will progress to the next stage of appraisal for STPR2:<sup>8</sup>

**Table 1: Final List of Borders Transport Corridors: Pre-Appraisal Options for consideration through STPR2**

REF	BORDERS TRANSPORT CORRIDORS: PRE-APPRAISAL OPTIONS RETAINED FOLLOWING STPR2 SIFTING EXERCISE
<b>B-01</b>	<b>Increase Bus Services to Strategic Health Service Facilities (<u>excluding revenue funding</u>)<sup>9</sup></b> <i>Increase bus service provision between Scottish Borders and Borders General Hospital and other strategic health facilities [e.g. Edinburgh Royal Infirmary]</i>
<b>B-02</b>	<b>Improve Physical Access to Strategic Public Transport Services</b> <i>Improve physical accessibility to public transport through infrastructure and on public transport vehicles for people with mobility or sensory impairment on strategic routes</i>
<b>B-03</b>	<b>Strategic Active Travel Network</b> <i>Implement a strategic active travel network and cross-boundary active travel measures [e.g. Peebles - Edinburgh], including provision around key services and public transport interchanges</i>

<sup>8</sup> See the [STPR2 National Case for Change](#) for Topics/Options/Projects that are out of scope for STPR2, which includes revenue funding related options.

<sup>9</sup> The reference to revenue funding has been subsequently added to this recommendation as revenue funding for public transport is out with the scope of the Review.

REF	BORDERS TRANSPORT CORRIDORS: PRE-APPRAISAL OPTIONS RETAINED FOLLOWING STPR2 SIFTING EXERCISE
<b>B-04</b>	<b>Freight Route</b> <i>Implement a freight route signage strategy, including the provision of specific real time Satnav route information</i>
<b>B-05</b>	<b>Develop Forestry Route Network</b> <i>Improve network of internal forestry tracks as well as its connections to roads and railway, including 'low-tech' timber pickup facilities</i>
<b>B-06</b>	<b>Increase Park and Ride Provision</b> <i>Increase capacity of existing Park-and-Ride sites and implement new Park-and-Ride schemes for all modes at strategic locations [e.g. Interchanges and Key Employment Areas]</i>
<b>B-07</b>	<b>Express Bus Services (excluding revenue funding)<sup>10</sup></b> <i>Provision of express bus services to key external markets (Edinburgh, Newcastle and Carlisle, including airports)</i>
<b>B-08</b>	<b>East-West Bus Services (excluding revenue funding)<sup>11</sup></b> <i>Increase number and frequency of east-west bus services, including extending timetable into evening</i>
<b>B-09</b>	<b>Borders Railway Extension - South/West</b> <i>Extend the Borders Railway to Hawick and / or Carlisle</i>
<b>B-10</b>	<b>Borders Railway Extension - South/East</b> <i>Extend the Borders Railway towards East Coast Main Line (ECML) via Berwick-upon-Tweed</i>
<b>B-11</b>	<b>Enhanced Rail Services</b> <i>Increase the frequency, capacity and service quality of the existing Borders Railway [e.g. service capacity, bike storage, Wi-Fi, reliability and punctuality]</i>
<b>B-12</b>	<b>New Rail Stations</b> <i>New rail stations on the existing Borders Railway</i>
<b>B-13</b>	<b>Extension of Borders Railway Services</b> <i>Link Borders Railway and Fife Circle, providing interchange at Edinburgh Gateway; West Edinburgh; and potential future link to Glasgow</i>
<b>B-14</b>	<b>A1 Dualling (to be retitled to: <u>A1 Capacity Enhancements</u>)<sup>12</sup></b> <i>Capacity enhancements to the A1 south of Edinburgh to the Scottish Border, such as partial dualling, bypass and overtaking lanes</i>
<b>B-15</b>	<b>A1 Safety Measures</b> <i>A1 package of safety measures and improvements [e.g. average speed cameras, climbing lanes and junction improvements]</i>
<b>B-16</b>	<b>A68 Capacity Enhancement</b> <i>A68 capacity enhancement measures, such as partial dualling, bypass and overtaking lanes</i>

<sup>10</sup> See previous footnote

<sup>11</sup> See previous footnote

<sup>12</sup> Although this option (as A1 Dualling) does address several of the problems, opportunities and objectives identified for the Borders region, the potential scale, significant cost and environmental impact of this proposal to fully dual the A1 to the Scottish Border is significant. As such, and in line with the Sustainable Investment Hierarchy, the option has been revised so that capacity enhancements of varying scales (from overtaking lanes to partial dualling) are considered in the next stage of the STPR2 process.

REF	BORDERS TRANSPORT CORRIDORS: PRE-APPRAISAL OPTIONS RETAINED FOLLOWING STPR2 SIFTING EXERCISE
<b>B-17</b>	<b>A68 Safety Measures</b> <i>A68 package of safety measures and improvements [e.g. average speed cameras, climbing lanes and junction improvements]</i>
<b>B-18</b>	<b>A7 Capacity Enhancement</b> <i>A7 capacity enhancement measures, such as partial dualling, bypass and overtaking lanes</i>
<b>B-19</b>	<b>A7 Safety Measures</b> <i>A7 package of safety measures and improvements [e.g. average speed cameras, climbing lanes, junction improvements and appropriate diversionary routes]</i>
<b>B-21</b>	<b>Enhanced Service and Rest Areas</b> <i>Service areas to include facilities for HGV rest stops, electric vehicle charging points, tourist facilities and coach layover</i>

The following options will not be progressed further in STPR2, including an option already identified by the Borders Transport Corridors: Pre-Appraisal as being sifted out (as these remain sifted or scoped out) and also a further option carried across from the ESES region optioneering:

REF	BORDERS TRANSPORT CORRIDORS: PRE-APPRAISAL OPTIONS AND OPTION IDENTIFIED THROUGH EDINBURGH & SOUTH EAST SCOTLAND OPTIONEERING NOT TAKEN FORWARD FOLLOWING STPR2 SIFTING EXERCISE
<b>B-20</b>	<b>Secondary Network Safety Measures</b> <i>Package of safety measures and improvements to secondary road network performing strategic function</i>
<b>B-22</b>	<b>Burnmouth Rail Station</b> <i>*New option generated from Edinburgh &amp; South East Scotland region's options list</i>

# APPENDICES

## Appendix A: Mapping of Borders Transport Corridors: Pre-Appraisal Study Objectives to STPR2 Borders Regional Sub-Objectives

