



Glasgow City Region City Deal

Cabinet

Report by Harjinder Gharyal, Project Director

Item 6

6th April 2021

City Deal Airport Access Project (AAP)/City Region Metro Feasibility Study - Update

The purpose of this report is to provide the Cabinet with an update on developments on the AAP/Metro Feasibility Study that have taken place since August 2020.

Recommendations

The Cabinet is invited to note:

- (1) the updates contained in this report; specifically the close working and developing relationships of the Metro Feasibility Study Team with Transport Scotland and their appointed consultants; and with SPT and Glasgow's teams preparing the regional and local transport strategies; and
- (2) that further update reports will be brought to the Chief Executives' Group and the Cabinet on the progress of the Metro Feasibility Study, including any approval for additional funding.

1 Purpose

- 1.1 The purpose of this report is to provide the Cabinet with an update on developments on the Metro Feasibility Study (MFS) that have taken place since the last update to CEG in August 2020.

2 Background

- 2.1 As instructed by Cabinet in April 2020, Glasgow City Council is leading on the development a feasibility study on a Glasgow City Region Metro. This will involve working with key stakeholders to reflect on and develop a common definition and aspiration for what a Metro system is, what it can look like and what it can deliver for the City Region. This initial strategic appraisal will be key to align requirements and assumptions into and from the local, regional and national work on transport planning. The feasibility study will consider from a fresh perspective the imperatives for regional policies and the transport network and development context arising from the global pandemic situation. A shared understanding of key planning assumptions and future transport scenarios will be critical to explore ambitious and sustainable new models for transit services.
- 2.2 The Metro will consider and acknowledge a multi modal approach, and the feasibility study will represent a holistic assessment approach incorporating considerations for place making, design, innovation, housing and land use, social inequalities, economic and environment factors to assess impacts on the strategic transport network configuration, investment, commercial operating models and potential sequencing of development activity.
- 2.3 The previous update provided to CEG in August 2020 outlined the touch points within the local, regional and national transport policy frameworks, and identified the opportunities and alignment with other national initiatives and strategic reports. It also set out the governance approach adopted for the feasibility study, the setup of a multi-disciplinary team to work closely with Transport Scotland, plans to appoint a consultant to provide expert skills to prepare tender documents to support the development of the study, and the establishment of a Metro Strategic Advisory Group (MSAG) to develop a collaborative approach with other organisations.

3 Programme Overview

Governance

- 3.1 A project steering group chaired by the Chief Executives' of Glasgow and Renfrewshire councils has met monthly since January 2021 to review programme progress updates and to discuss emerging issues and risks. The feasibility study's Project Initiation Document and Communications Strategy have both been approved by the Steering Group along with noting the publication of Transport Scotland's Strategic Transport Project Review 2 (STPR2) Phase 1 outputs - specifically Intervention 9a – Development of Glasgow Metro strategies. This has heightened the project profile exponentially and facilitated a platform for strengthened engagement with stakeholders for a

clearer vision, unity and purpose of what a Metro could mean within all relevant strategies and policies in development throughout the Region.

Finance

- 3.2 A multi-disciplinary Metro project team has been established, made up predominantly from Glasgow City Council and with representatives from Glasgow Airport and the NHS. Staff costs have been offered as benefit in kind contribution towards the feasibility study and as progress is made through different stages, resource requirements will be assessed. To date, there is approval to spend £60k from the AAP City Deal funding for the feasibility study.
- 3.3 The project team continues to explore other sources of funding to progress the feasibility study, ensuring the AAP City Deal funding is secured for future scheme implementations. The feasibility study project team has been successful in obtaining £175k funding to undertake three specific consultancy commissions including £160k from the Scottish Government's Regional Recovery and Renewal Fund to support work packages for developing the economic narrative, and transport governance/operator model options and £15k from Glasgow City Council for evaluating land value capture mechanisms.
- 3.4 Additionally, feedback is awaited from a joint funding bid (with Public Health Scotland) for £300k from the Economies for Healthier Lives Programme fund. The bid sets out a proposed project aimed at identifying how the decision-making points/processes used throughout the development and delivery of capital investment projects could be altered to reduce the risk of creating health inequalities and to maximise positive health outcomes.

Supplier 1 Transport Specialist

- 3.5 Steer Group have been appointed as the Metro Feasibility Study's transport specialist and will create a detailed scope of service, appropriate technical evaluation criteria and participate in the evaluation panel of the main feasibility study consultant 'Supplier 2'. Priorities include identification of the design principles to create a framework of criteria which can be used to assess routes and draw on their knowledge and experiences of their recent Metro work with other UK regions to support the developing programme. Recommendations for any future funding approval on the scope of the 'Supplier 2' deliverables will be presented to CEG on the completion of Steer's detailed scoping assessment.
- 3.6 Early findings from Steer's work has identified the opportunity to develop both an economic narrative and the options for the Metro's transport governance and operator model, taking account of the institutional landscape within which, the Metro proposals are being developed. The feasibility study's first output is expected in advance of COP26, aligned to the anticipated outputs of STPR2 Phase 2 which will include the STAG based Strategic Business Case for the Glasgow Metro. Therefore, it has been identified as necessary to develop these work packages ahead of the Supplier 2 contract to align complimentary outputs for consideration.

Accelerated Work Packages

- 3.7 Jacobs UK Ltd has been commissioned to support two work packages. The first work package: “Economic Narrative” for the proposed Glasgow Metro will set out how the transport outputs that can be delivered by a Metro, lead to economic outcomes and how a Metro can support and facilitate the attainment of the wider policy objectives for the Glasgow City Region and at national level. The output will link the strategic need of a regional Metro with the economic benefits which will subsequently be quantified and monetised within an economic appraisal - in turn supporting the economic and Value for Money case. The early preparation of an economic narrative will inform the study’s scope and focus of the technical options required for the development of the Strategic Business Case, helping to secure the support and understanding of key stakeholders about the Metro’s benefits but also how realising the full potential will involve support and action from public and private sector stakeholders alike.
- 3.8 The second work package: “Transport Governance and Operator Model” will review the current institutional landscape within which the Metro proposals are being developed in the immediate term, as well as taking a longer term look at scenarios and options for delivery of the Metro programme. The output will map the roles and responsibilities with respect to transport, land use and other policies insofar as they are relevant to Metro, setting out the current governance arrangements and establishing a set of future principles. Additionally, the output will establish Metro development funding options; legal framework options required for the Metro’s progress, construction and operation. This will also include options for the future operation of the Glasgow Metro.
- 3.9 E-Rail Ltd has been appointed to undertake the third work package on an early stage evaluation study into land value capture mechanisms. This will assess and evaluate methodologies and practices which can help develop understanding and knowledge of how to develop funding models which can better credit the public purse from the benefit of transport infrastructure investment. A demonstration corridor will be assessed comprising of the South West Corridor Route from Glasgow city centre to Glasgow Airport / Paisley - to illustrate the potential of land value capture funding based on the consultancy’s recent positive experience in securing significant capital funding for a new passenger rail line in England. The outputs will include the applicability assessment of this type of approach alongside a review of other fund-raising methods available for infrastructure projects.

4 Programme Status Update

Transport Scotland’s STPR2 Phase 1 Report

- 4.1 Transport Scotland (TS) published Intervention 9a – Development of Glasgow Metro strategies alongside its STPR2 phase outputs in early February 2021. In this TS confirmed their commitment to work together with the Metro Feasibility Study team and regional partners to develop the Strategic Business Case for the Metro concept. The umbrella term ‘Metro’ describes a new level of public transport provision to improve connectivity within Glasgow and surrounding

areas in East and West Dunbartonshire, East Renfrewshire, North and South Lanarkshire and Renfrewshire. Modes may include bus rapid transit, tram, light rail and metro rail, integrating with the existing bus and rail networks using combinations of new infrastructure, reuse of disused railway and / or the conversion of existing rail to a new mode.

- 4.2 The key focus to develop potential route corridors is to review areas unserved and underserved by public transport connectivity; improving access to key hubs such as the city centre, hospitals, major education facilities, key employment centres, retail hubs, and major leisure/sports facilities; integrating with major transport hubs such as Central and Queen Street railway stations, Glasgow Airport and suburban interchanges. Current policy context addresses how a Metro can support the STPR2 planning objectives of inequalities, climate action, inclusive economic growth and health and wellbeing.
- 4.3 The report summarises how Glasgow Metro has a key role to play in tackling social exclusion, access to jobs and supporting national-level priorities such as Clyde Mission. It also offers significant opportunity and capacity for modal shift and the journey to achieving net zero emissions. Evidence from comparable European cities helps assess the issue of the 'missing tier' of public transport where a Glasgow Metro can address heavy rail constraints; enabling bus, metro and rail systems to focus serving key markets and achieving the transport outcomes for which they are best suited. A number of risks and uncertainties however will need to be considered throughout the development stages of the Strategic Business Case - examples include: travel pattern changes post COVID; economic recovery and public funding; and integration with other modes and with wider STPR2 developments.
- 4.4 This report allows the Metro Feasibility Study project team to further develop stakeholder engagement, data and analysis. This will help navigate stakeholders to an agreed understanding for the Metro. Project visibility and profile has improved upon the announcement of STPR2 Phase 1 and the recent positive press coverage and commentary. Building upon this momentum will be key to the success of the feasibility study assessment.

Strategic Alignment

- 4.5 The Metro Feasibility Study project team continues to work closely with TS and their consultants' Jacobs and AECOM to progress a Phase 2 workplan for evaluating the next stage of Metro. This workplan is being refined to manage the required timelines and dependency inputs particularly around feedback on the STPR2 phase 1 outputs; understanding and analysis of local factors, heavy rail and rail network factors, planning assumptions, and developing a Metro network options. A series of workshops have commenced to progress emerging considerations and a greater understanding of how potential metro routes could impact or complement ongoing development plans. The STPR2 Phase 2 report is expected in Autumn 2021 and will set out the Scottish Government's long-term transport investment priorities.

- 4.6 In addition, detailed working with Glasgow’s Local Transport Strategy (LTS), City Centre Strategy and with Strathclyde Partnership for Transport (SPT) on their Regional Transport Strategy (RTS) has been established, with regular meetings and discussions ongoing. The assessment for a Metro style network, will be considered for inclusion in both the LTS and RTS options appraisal processes to assess the case for an integrated public transport system in the city where bus, Metro, Subway and new forms of mobility can co-exist, and offer effective alternatives to car journeys, particularly supporting the city’s most vulnerable communities. Both the RTS and the LTS are now considering options generation and evaluations and therefore alignment to Metro aspirations is at a key stage to consider the impact of travel demand scenarios, the role/impact of the city centre and emerging route corridors. Both the LTS and RTS are expected to publish their outputs towards the end of 2021 and early 2022 respectively.

Metro Strategic Advisory Group

- 4.7 The Metro Strategic Advisory Group has been established to help develop knowledge and understanding of local, regional and national strategies, policies and plans which can support the development of Metro proposals. The group has been meeting monthly since November 2020 and has grown in membership from 12 to 16 organisations, listed below.

The MSAG has an advisory remit to assist the Metro Feasibility Study project team, and continues to be pivotal in developing collaboration with organisations to progress the study. Recent highlights include Glasgow City Region’s Intelligence Hub presenting on economic datasets and baselines, and the Glasgow Chamber of Commerce reflecting on the opportunities and challenges ahead for the West of Scotland economy and Metro’s place within that.

Glasgow Airport	Clyde Mission	Scottish Enterprise	Transport Scotland
Renfrewshire Council	Clydeplan	Connectivity Commissioners	Strathclyde Partnership for Transport
Scottish Power Energy Networks	Strathclyde University (Sustainability)	Chamber of Commerce	Local Transport Strategy (Glasgow City Council)
Scottish Government	Climate Ready Clyde	NHS	Glasgow City Region Intelligence Hub

Stakeholder Conversations

- 4.8 Engagement continues to understand developing plans for how the Clyde Mission work brings together public and private sector partners to harness the opportunities and competitive advantage of the River Clyde and the surrounding assets to deliver economic, social and environmental benefits. A shared understanding is being pursued of how a Metro could bolster ambitions to transform the surrounding vacant and derelict land by supporting future and

planned River Clyde developments which currently have little access to public transport.

- 4.9 Clydeplan has outlined their work on the indicative Regional Spatial Strategy (iRSS) and the timescales to publish the final Regional Spatial Strategy which will set out the strategic development priorities for the wider Glasgow area in conjunction with other local planning authorities, key stakeholders and the Scottish Government. Dialogue continues, to explore how the Metro's strategic development could assist with place making spatial strategies, housing strategies and in the transformation of vacant and derelict land.
- 4.10 The Metro Feasibility Study team continues to engage with the Place Commission to facilitate discussions to explore and understand the challenges and opportunities that a strategic development (like an integrated transport system) can offer to placemaking, design, innovation, identity and culture concepts to support Glasgow' region's competitiveness and how to link together its key assets to enable easier movement around the metropolitan city. The importance of a strong design that focuses on service users to promote confidence, accessibility and connectivity (especially in disadvantaged communities) is a key theme.
- 4.11 It has been agreed with the Glasgow City Region PMO, that within the portfolio groups, the Transport and Connectivity Portfolio Group will be the main the conduit for the feasibility study, with a Lead Officer nominated from each local authority to liaise with the Metro Team. This approach allows for effective information sharing and collaboration and facilitates Transport Scotland's specific request that the Metro Feasibility Study Team work closely with them and operate as the conduit across Glasgow's regional authorities.
- 4.12 The Metro Feasibility Study Team is working closely with the Glasgow Bus Partnership team to scope out overlapping agendas in respect of Transport Scotland's Bus Partnership Fund. This approach is to ensure that opportunities are not missed at tackling congestion issues on radial routes, strategic park and ride placement, integrated ticketing solutions and investigation of new routes that tackle areas currently unserved and underserved by public transport. Once proposals have been developed, consideration will be given to facilitating discussion with the bus operators on the developing Metro ambition.

Test Evaluation of Routes

- 4.13 The South-West corridor route has been selected as the initial test route to analyse potential routing options, map available data, identify data set gaps and test sensitivity analysis on data sets. Data is being stored on Geographical Information Systems (GIS) to enable the methodology to be adopted and repeated across future proposed routes. The Metro project team has engaged with Renfrewshire's planning team to assess options to incorporate aspirations for improved connectivity for key employment zones such as the Advanced Manufacturing Innovation District as well as the Airport. This will also be reflected in the assessment for the land value capture evaluation.

Research and Benchmarking

- 4.14 An initial meeting with Nottingham City Council has taken place and follow up sessions are now planned to explore topics of interest in detail. Knowledge share sessions for both Edinburgh and Dublin are also planned. Cataloguing work on previous research continues and Transport Scotland's detailed benchmarking report on Metro solutions is awaited to follow up and assess relevant case study references. Further meetings are planned with UK Tram to explore developing networking and reference study contacts.

5 Recommendations

- 5.1 The Cabinet is invited to note:

- (1) the updates contained in this report specifically the close working and developing relationships of the Metro Feasibility Team with Transport Scotland and their appointed consultants, and with SPT and Glasgow's teams preparing the regional and local transport strategies; and
- (2) that further update reports will be brought to the Chief Executives' Group and the Cabinet on the progress of Metro Feasibility Study, including any approval for additional funding.