



Glasgow City Region City Deal

Cabinet

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Item 10

6th April 2021

Development and Submission of Bid to the Scottish Government's Bus Partnership Fund on behalf of the Glasgow City Region

Purpose of the Report:

The purpose of this report is to seek approval from the Glasgow City Region Cabinet to submit a bid on behalf of the Glasgow City Region Bus Partnership to the Scottish Government's Bus Partnership Fund for bus priority interventions across the Glasgow City Region.

Recommendations:

The Cabinet up is invited to:

- (1) note the content of the report and the work of the Glasgow City Region Bus Partnership in bringing together all 8 Glasgow City Region local authorities, Strathclyde Partnership for Transport (SPT), bus operators and other bus interest groups to agree areas of joint work in developing a bid to the Bus Partnership Fund.
- (2) approve the submission of the bid to the Scottish Government's Bus Partnership Fund by Glasgow City Council on behalf of the Glasgow City Region, with final sign-off delegated to the Chair of the Transport and Connectivity Portfolio Group, as set out in this report; and
- (3) note that a further report will be brought to the Chief Executives' Group on the progress of the bid and setting out options for resourcing the ongoing project management of the Programme.

1. Purpose

- 1.1 The purpose of this report is to seek approval to submit a bid to the Scottish Government's Bus Partnership Fund (BPF) on behalf of the Glasgow City Region.
- 1.2 The fund complements the City Deal's long-term vision for the local economy through providing infrastructure to support the delivery of an improved transport network across Glasgow City Region, key development and regeneration sites and improved public transport.

2. The Glasgow Bus Partnership

- 2.1 The bid is currently in the process of being developed by the Glasgow City Region Bus Partnership ('the Partnership'), which has brought together the eight Glasgow City Region local authorities, Strathclyde Partnership for Transport (SPT), bus operators and bus passenger representative groups to secure funds from the BPF and any successor funds or funding opportunities. The Terms of Reference for the partnership are attached in Appendix 1.
- 2.2 The Partnership is seeking to improve connectivity, safety and wellbeing in the region; to restore confidence in bus services following Covid-19, accounting for any subsequent changes in transport needs; and to reverse the historic decline in bus use by promoting bus as a prime means of passenger transport and a core component in the delivery of wider transformational strategies, with a target of 25% passenger growth between 2022 and 2027.

3. Bus Partnership Fund (BPF)

- 3.1 The BPF was first announced as part of the 2019 Programme for Government whereby as part of its response to the climate emergency, the Scottish Government committed to investing £500m over five years to deliver targeted bus priority measures on local and trunk roads. The fund is designed to support local authorities, in partnership with bus operators, in tackling the negative impact of congestion on bus services so that bus journeys are quicker and more reliable, encouraging more people to travel by bus.
- 3.2 Applications must be from partnerships working towards Bus Service Improvement Partnership (BSIP) status, as defined by the Transport (Scotland) Act 2019. Therefore, in addition to the impacts of bus priority measures on reducing congestion, a key assessment criterion of the BPF is the extent to which the partnership approach can leverage other bus service improvements. Work in support of the development of a BSIP, including work-streams around the development of fares and ticketing, vehicles, customer service and network enhancements, has been carried out as part of the preparation of the BPF bid.
- 3.3 Formally launched in November 2020 as a competitive fund, the BPF is structured in two phases:

- Phase 1: a ‘light touch’ process, designed as a proportionate ask of partnerships to give an indication of the level of funding they would need to deliver their long-term bus ambitions, as well as a more detailed assessment of the funding required to resource development of appraisals and business cases; and
- Phase 2: following a decision point in June 2021 on which proposals receive funding, proposals are to be developed through the proportionate application of the Scottish Transport Appraisal Guidance (STAG), business case development and ultimately project delivery, with funding for delivery of individual schemes only released by Transport Scotland on demonstration of a business case for delivery.

3.4 According to the bid criteria, projects funded by the BPF should comprise comprehensive and ambitious packages of bus priority measures; including for example bus lanes, bus gates, guided busways and traffic signal priority. Partnerships are also encouraged to propose other innovative measures to contribute to the targeted outcomes. While the funding programme covers five years, quick win projects for delivery in 2021/22 are also requested to support early scheme delivery. Transport Scotland has suggested that bidders may also wish to identify schemes for delivery beyond the initial five-year period in case future funding commitments by the Scottish Government allow Transport Scotland to extend the fund.

4. Initial Proposals

4.1 Informed by data analysis such as the level of congestion experienced by bus passengers across the region, a review of previous studies, and extensive stakeholder input, including a series of workshops attended by members of the Glasgow City Region Bus Partnership, a long list of bus priority proposals has been identified for assessment and inclusion in the bid.

4.2 In developing the option long list, consideration has also been given to the emerging findings from the recent Connecting Communities Public Conversation in Glasgow. The potential for bus priority schemes to integrate and support other projects being taken forward across the region has also been considered. This includes outputs from Glasgow’s Connectivity Commission, Managed Motorway proposals being developed by Transport Scotland, Sustrans’ Spaces for People and Places for Everyone projects, the Glasgow Low Emission Zone, Avenues Programme, and the forthcoming Glasgow City Centre Transformation Plan along with the Active Travel Strategy. Consideration has also been given to measures which would complement bus improvements on the A803 Corridor being progressed through East Dunbartonshire’s Place and Growth programme through the City Deal. It should also be noted that the bus partnership team work closely with the Metro Feasibility Study Team to scope out overlapping agendas 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 to tackle the city region’s unserved or underserved areas.

- 4.3 Throughout the early development of the bid, there has been consensus among the Partnership that the focus of work should be on prioritising bus priority on routes that benefit the greatest number of passengers, with options being grouped into the following key funding themes:-
- **Glasgow City Region Connects¹ Strategic Corridors:** building on the original Streamline Quality Bus Corridor concept, extensive development and upgrade of bus priority infrastructure on strategic bus corridors linking neighbouring authorities to Glasgow City Centre to facilitate fast and reliable bus services. Previously, the majority of these works stopped at Glasgow's boundary but as part of the bid these would then follow the bus routes into adjacent authorities. As part of a route-wide review, consideration would be given to developing bus lanes and gates where feasible, minimising on-street parking, upgrading existing traffic lights to provide bus pre-emption, upgrading bus waiting facilities reviewing the number of bus stops, creating mobility hubs at key interchanges, and increasing enforcement of bus priority through cameras and parking attendants including possible "red routes".
 - **City Centre Bus Priority:** provision of increased bus priority in the city centre, including creation of Super Stops and new Interchanges, to facilitate improved bus journey time reliability, and improved connectivity for cross-city services; and
 - **City Region Localised Bus Improvements:** a series of local interventions to improve wider regional connectivity, including extension/continuation of the original Streamline corridors into neighbouring authorities, orbital routes, interchanges, and targeted measures to address localised congestion points across the wider region.
- 4.4 To support the prioritisation of infrastructure improvements, the options put forward under the above themes are being assessed using a multi-criteria assessment tool considering the impacts of options in terms of the scale of passenger benefits, potential for modal shift, and impacts on congestion. Aspects of deliverability and the impact of options in contributing to wider policy objectives such as multi-modal transport integration and equality/inclusivity by improving connectivity to the most deprived areas, are also being considered through the option assessment process.
- 4.5 An indicative delivery programme will also be prepared to support delivery of the bid over the funded five-year programme. The programme will require to balance the development of an ambitious bid that reverses bus decline and ensures bus plays its full role in supporting the economic and environmental aspirations of the region, with the resources available to ensure on-the-ground delivery. To ensure a strong start, as part of the BPF bid it is proposed to make the case for early investment in a priority *Glasgow City Region Connects* corridor as an early deliverable such that learning opportunities are maximised and lessons learned are transferred to other corridors as the delivery programme proceeds.
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- 4.6 As the detail of the bid is further developed and more detailed assessment works are undertaken through Phase 2 of the BPF, it would be proposed to provide future progress updates to the CEG, as appropriate. These updates would also provide information on the improvements that bus operators are proposing to make through the partnership, if so enabled by the provision of bus priority measures and other related infrastructure improvements delivered through BPF funding.

5. Resource Estimate

- 5.1 Based on early bid development work, it is currently proposed to submit a bid amounting to between £200m and £250m for investment in bus priority interventions across the Glasgow City Region. It should be noted that the costs for the bid will be sought solely from the Bus Partnership Fund, and no additional funding is being sought from partner authorities, although City Deal funding alongside other committed funding will be highlighted to strengthen the bid. However, this level of funding cannot be guaranteed, due to the competitive nature of the bid, and even if the bid is successful, funding for delivery would only be released by Transport Scotland following business case development.
- 5.2 Staff Costs for administering the bus partnerships are not able to be funded from the bid. However, professional support costs attached to the development and implementation of funded infrastructure projects are able to be fully claimed. There is also scope to capitalise some of the time of existing staff, where this is directly attributable to the projects. Funding of this scale is going to require additional resources to be appointed together with specialist support that may not be held by Councils within the Glasgow City Region to further develop the business cases and when approved, the project management, design and supervision of works.
- 5.3 Once further information is known about the bid then a further report will be brought back to the Glasgow City Region Chief Executives' Group and Cabinet providing options for ongoing delivery and programme management requirements.

6. Next Steps and Submission of the Bid

- 6.1 The development of the final bid submission is currently ongoing. The final bid document will not be completed until after the Cabinet meeting on 6th April. The deadline for the final submission of the bid is the 16th April.
- 6.2 Due to the very tight timescales involved in preparing and submitting the bid, it is proposed that the final bid document, based upon the key principles set out in this report, is provided to the Chair (North Lanarkshire Council) of the Glasgow City Region Transport and Connectivity Portfolio Group for final sign-off following the Cabinet meeting on 6th April. The final bid document will also be shared with all members of the Chief Executives' Group and Transport and Connectivity Portfolio Group by email following submission.

7. Recommendations

7.1 The Cabinet is invited to:

- (1) note the content of the report and the work of the Glasgow City Region Bus Partnership in bringing together all 8 Glasgow City Region local authorities, Strathclyde Partnership for Transport (SPT), bus operators and other bus interest groups to agree areas of joint work in developing a bid to the Bus Partnership Fund.
- (2) approve the submission of the bid to the Scottish Government's Bus Partnership Fund by Glasgow City Council on behalf of the Glasgow City Region, with final sign-off delegated to the Chair of the Transport and Connectivity Portfolio Group, as set out in this report; and
- (3) note that a further report will be brought to the Chief Executives' Group on the progress of the bid and setting out options for resourcing the ongoing project management of the Programme.

Appendix 1 – Glasgow Bus Partnership Terms of Reference

The vision of the Glasgow Bus Partnership Steering Group is of a city and City Region where bus services form part of a network of connectivity enhancing the opportunities and wellbeing of those who live or visit here; providing safe, affordable, enjoyable connections; and reducing road congestion, noise and air pollution. The Group has been convened with the purpose of effecting a voluntary Bus Services Partnership Agreement between Glasgow City Council, SPT and bounding Councils (the local transport authorities) and bus services operators.

Objectives

- as a priority to secure for the City of Glasgow, the Glasgow City Region and the bounding Council areas Scottish Government Bus Partnership Funds including the Fund launched in November 2020 and any successor funds or funding opportunities
- to secure for the City of Glasgow, the Glasgow City Region and the bounding Council areas a network of public transport bus services that improves connectivity and enhances the opportunities, safety and well-being of those who live in, visit or work in the region
- to secure quality public transport bus services for passengers and those others who could benefit from bus service use including reviewing current networks, frequencies, fares, facilities and customer feedback
- to restore confidence in and the resilience of bus services following the impact of Covid 19 and review changing transport needs and patterns
- to secure commitment to decision making on road use, place making, safer streets, sustainable transport modes, location of services and facilities having regard to the relevance of bus travel and its place in the reduction of congestion, noise and air pollution and enhancing wellbeing to promote recognition of bus services as a prime means of passenger transport and thereby work to a target of passenger growth of 25% from 2022-2027 from a baseline of 2019
- to secure bus priority measures in the management of local, trunk and Motorways as essential to increasing bus patronage, the connectivity of the City Region, reduction of congestion and noise and air pollution
- to promote the use and development of bus services as a necessary adjunct to achieving air quality improvement and control including within formal LEZ initiatives
- to identify and promote the aspirations and differing needs of passengers (not a homogenous group) with particular regard to accessibility
- to promote a Passengers Charter (or equivalent) to support the objectives of the partnership to have cognisance of the statutory framework set out for schemes and partnerships in the Transport (Scotland) Act 2019 which will amend the Transport (Scotland) Act 2001 and that such statutory framework has as its purpose the enhancement of bus services for the public with obligations on local transport authorities and operator

Membership

The Group will be chaired by an independent Chair appointed by Glasgow City Council following consultation and agreement of the Group. The members of the Group will be drawn from: Glasgow City Council, East Dunbartonshire Council, West Dunbartonshire Council, Inverclyde Council, Renfrewshire Council, East Renfrewshire Council, North Lanarkshire Council, South Lanarkshire Council, Strathclyde Partnership for Transport (SPT), Bus Users Scotland, Confederation of Passenger Transport (CPT), First Glasgow, Stagecoach (West of Scotland), McGills Buses, West Coast Motors

Observers

Transport Scotland

Others by invitation or request including but not limited to Transport Focus MACS Community Transport (CTA; Glasgow CTA) Police Scotland Scottish Road Works Commissioner Representation from smaller operators Clyde Gateway URC [SPT will provide liaison] Glasgow Airport [SPT will provide liaison] Chamber of Commerce

Secretariat

The Secretariat to the Group and Chair will be provided by Glasgow City Council. The Secretariat will be responsible for convening meetings of the Group.

Meetings and working groups

The Group will meet at such frequency as is required to secure its objectives but monthly at a minimum. The detailed work of the Group will be undertaken in Working Groups (sub-groups) which can draw on expertise beyond membership of the Group.

Participation Members of the Group will ensure that their participation is supported by their respective organisations (governance) and that they are committed to working to agree a Bus Services Partnership Agreement. Members will be responsible for providing data and other evidence necessary to the deliberations of the Group and Working Groups. Evidence which is indicated as confidential will be restricted in circulation.

Key deliverables and performance indicators

The Group will identify key deliverables and performance indicators (targets) which could include in relation to bus priority measures ready for implementation within 12 months journey times journey speeds service frequencies punctuality and reliability fleet profiles (emission levels/accessibility/loading) passenger volumes/ bus patronage data service gaps and network agility infrastructure improvements and traffic regulation bus corridors/lanes bus stop clearways traffic lights management bus gates parking, waiting, loading restrictions facilities around bus travel stops, interchanges, toilets, cycle storage, lighting, CCTV agreed service standards for operators agreed service standards for Councils (rapid

reaction repairs, maintenance, information, enforcement) customer engagement and research

Sources of information The Group will be informed by the local Transport Strategies of the membership Councils, the City Region and SPT; the National Transport Strategy; Regional Transport Strategy; the Connectivity Commission Reports; Transport Focus bus passenger surveys; Bus Users Scotland annual reports and passenger surveys; and such other research and policies relevant to the objectives of the Group.

Timescales

The Group will identify a timescale for a formal Bus Partnership Agreement once guidance is issued from Transport Scotland.