



Glasgow City Council

**Economy, Housing, Transport And
Regeneration City Policy Committee**

**Report by George Gillespie, Executive Director,
Neighbourhoods, Regeneration and Sustainability**

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Item 1

7th March 2023

CLYDE METRO UPDATE

Purpose of Report:

To provide the Economy, Housing, Transport And Regeneration City Policy Committee with an update on developments on the Clyde Metro since the last report to the Economy, Sustainability and Carbon Reduction Committee in February 2022.

Recommendations:

The Economy, Housing, Transport And Regeneration City Policy Committee is invited to note the following:

- a) The Scottish Government's publication of the Strategic Transport Projects Review 2 (STPR2) final reports in December 2022 and Parliamentary Statement in January 2023, in which Clyde Metro was confirmed as a key priority for future transport investment.
- b) The planned publication of STPR2 Scottish Transport Investment Plan (STIP) in Spring 2023, which will set out the level of funding, delivery structures and timelines for the next phase of Clyde Metro.
- c) STPR2's Clyde Metro proposal of a new modal tier of high quality public transport links to major hubs, including Glasgow Airport, means the scope of the Glasgow City Region City Deal Airport Access Programme (AAP) is contained within the wider and significant Clyde Metro network development options and delivery phasing.
- d) Work is ongoing to assess the scope of work packages required for the Clyde Metro business case development programme including lead roles, transformation opportunities, procurement commissions, funding

and resource requirements, and timelines and process for key decisions. There will also need to be feasibility assessments of funding requirements that may be required from partner organisations.

- e) The work completed by the Glasgow City Region (GCR) Metro Feasibility Study (MFS) team has supported Clyde Metro as a Scottish Government key priority for future transport investment and informing the development of the next business case stage. The team's remit is expected to transition to work as part of the wider Clyde Metro delivery team across partner organisations.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No consulted: Yes No

1 Purpose

- 1.1 The purpose of this report is to provide the Economy, Housing, Transport and Regeneration City Policy Committee with an update on developments on Clyde Metro since the last report to the Economy, Sustainability and Carbon Reduction Committee in February 2022.

2 Background

- 2.1 Following the publication of the STPR2 draft recommendations in January 2022 and a period of public consultation and analysis of feedback, the final recommendations of STPR2 were announced in December 2022. This was followed up with a Parliamentary Statement in January 2023. Clyde Metro has been confirmed by the Scottish Government as a key priority for future transport investment. This mass transit plan is one of 45 recommendations included in the final report. About Clyde Metro, the final STPR2 summary report says:

- Road congestion in GCR makes public transport less attractive, contributing to more car journeys.
- Metro transport systems include one of, or a combination of, bus rapid transit (BRT), tram, light rail and metro rail. These options would complement the service provided by traditional railways.
- Clyde Metro is aimed to improve connectivity within the Glasgow conurbation by providing high quality public transport links to key hubs and unserved or underserved areas.
- Clyde Metro would help tackle social exclusion; provide significant capacity to encourage switch from car use; reduce greenhouse gas emissions and improve air quality; and free rail capacity for longer-distance journeys

- 2.2 The STIP, anticipated in Spring 2023, will provide further analysis and direction on the prioritisation of the STPR2 recommendation. It will provide greater clarity and certainty on the available funding, delivery structures and timelines to progress proposals towards a first gateway review.

- 2.3 The scope of the first gateway review is under development but is expected to cover the 'Case for Investment' (Cfi), which will set out network development and phasing options via a programme level Strategic Business Case, Preliminary Engineering Study, and Strategic Environment Assessment (SEA). Further appraisals and assessments will be required for a resourced client team across key partners, development of the Transformation scope and opportunities and an Outline Business Case for the first phase corridor including options and models for future governance and funding.

- 2.4 The Clyde Metro approach has continued to adopt a fresh perspective for alignment of key local, regional and national strategies. Ensuring a 'Clyde Metro infrastructure investment first' approach is taken, which acts as a catalyst for further infrastructure development synergies, as well as influencing the provision of a modern, sustainable and integrated public transport system and

wider transformation ambitions. The MFS study catalogued previous research/studies, with the project team engaging with Nottingham City Council to learn about their approach. The team also utilised consultancy contacts to learn about the work of other cities across the UK and Europe. The work of the GCR MFS project team, largely made up of GCC staff, is expected to now form part of the wider Clyde Metro delivery remit and team.

3 Progress Update

- 3.1 The work of the MFS team has from the outset sought to avoid duplication, instead endeavouring to position with current and developing strategies and policies. This approach provides consistency with national, regional and local plans. A strong collaborative ethos has been developed to share and adopt evidence-based analysis, research and scenario modelling as well as agreeing the impact assumptions of behaviour change and technology arising from the immediate pandemic recovery plans. Consequently, the MFS team focused on four key areas to inform and complement the STPR2 developments: an Economic Narrative, a Transport Governance and Operating Model Options, a Metro Guiding Principles document and a Land Value Capture Pilot Assessment.
- 3.2 The MFS team produced a report in March 2022 to the Clyde Metro Programme Steering Group (PSG) on the transformative impacts of Clyde Metro and highlighted the critical importance of a bold and unifying vision which acts to guide the development of Clyde Metro. The report outlined a framework for a transformational approach programme of interventions that can lever in significant benefits for the GCR, which go beyond the traditional transport advantages captured through a standard appraisal process. These covered:
- Clyde Metro and successful governance
 - Clyde Metro and healthy living
 - Clyde Metro and economic growth
 - Clyde Metro and housing
 - Clyde Metro and the environment
 - Clyde Metro and place
- 3.3 Unifying projects in one cohesive plan, through the Clyde Metro governance arrangements, can dovetail all elements of the programme, allowing for better planning, design, delivery and ultimately outcomes. The report sets out that Transformation must be a clearly defined outcome of Clyde Metro and should be embedded at the outset within all decision-making processes by those authorised to make them and that Strategic Partners must invest time up-front to agree the transformative vision and build it within Clyde Metro's wider project goals. The vision requires to be advocated across the Region's stakeholders to build confidence, maintain momentum, and secure buy-in. The Clyde Metro

PSG endorsed the report and agreed to include this within the Cfl development approach.

- 3.4 STPR2 final recommendations report of December 2022 covering all 45 recommendations included a summary report, a technical report including detailed appraisals, a strategic environment assessment report, an equality impact assessment report, and a consultation analysis report. This represents a significant body of work and analysis in addition to the significant assessments for the regional case for change already published as part of the draft recommendations. The MFS team worked with the STPR2 consultants to support the Clyde Metro appraisal and participated in both the regional and national reference group meetings arranged by Transport Scotland throughout the STPR2 development process. Appendix A shows the illustrative extent of Clyde Metro network map which highlights the important role of interchange hubs in a multi modal network and changes the emphasis away from point-to-point journeys to a more connected network across different modes of travel serving key settlements across the city and wider region. A summary of the appraisal analysis and transport planning objective criteria and assessment used to produce the Clyde Metro STPR2 report is contained within Appendix B. GCC has established a [Clyde Metro web page](#) which contains information from published public documents pertaining to Clyde Metro, an email contact for enquiries, and where future progress updates will also be made available.
- 3.5 STPR2 also recommends that TS continues to work with GCC, SPT and other regional partners in the development of Clyde Metro to develop a new modal tier which would provide high quality public transport links to key hubs and major transport hubs, including Glasgow Airport. Ongoing work will be required to develop a network of integrated route options that improves connectivity across the region, therefore the scope of the GCR City Deal AAP can be subsumed within the development of the Clyde Metro network and delivery phasing options. TS are currently utilising their STPR2 consultants to support some initial development work for the next stage of Clyde Metro business case approach.
- 3.6 In March 2022 the Clyde Metro PSG comprising the Chief Executives and senior officers/directors of TS, SPT, and GCC met for the first time and agreed to officially establish 3 critical groups to form interim governance. These are a Political Oversight Group, a PSG and a Client Delivery Group (CDG). It is recognised that Clyde Metro is of a scale not experienced in Scotland and there is no “off the shelf” governance model that can be simply adopted. However, the three identified groups provide a development stage governance framework that can support long term decision making and is capable of being expanded as the programme grows and the scope of the work becomes clearer. There is strong recognition that the current and future governance models must be flexible, strong, and sufficiently strategic to evolve through the different stages of a multi-decade implementation programme. The challenges associated with delivering large-scale complex infrastructure, service and integration programmes are well known and requires clear supportive governance from the outset.

- 3.7 The Clyde Metro PSG met for its second meeting in October 2022 to review draft Terms of References for the PSG, and CDG, progress on STPR2 and STIP, Clyde Metro preparatory stage workplan, and key issues and communication messages. With the final STPR2 recommendations published in December 2022, the next important milestone is the publication of the STIP, anticipated in Spring 2023 and expected to provide Scottish Government's confirmation of funding, governance and timelines for the Clyde Metro development work.
- 3.8 The CDG (consisting of officers from TS, GCC, and SPT) meet on a weekly basis to review the overall programme scope, requirements, and progress actions arising from the consultant's engagement and workplan to develop/deliver the Cfl approach, with the upcoming workplan areas including benchmarking, stakeholder engagement, technology, and heavy rail reviews. In addition, scoping of opportunities for an accelerated delivery workstream and wider funding mechanisms including availability of City Deal funding allocated for the AAP are also under consideration. The key priority for the CDG is establishing the scope of work, procurement strategy and funding to support the decision-making assessment for the first gateway review. The confirmation of the Clyde Metro funding package, as part of the STIP, will also need to include feasibility assessments of additional funding requirements that may be required from partner organisations to support the proposed scope and timelines of work packages. Clyde Metro represents a complex major development and integration programme which requires a credible delivery and resourced approach to manage expectations and transition challenges.
- 3.9 The Clyde Metro team in conjunction with the GCR Green Economy team is exploring working together with the United Kingdom Infrastructure Bank on a pilot study. The aim for such a study could help inform approaches to early engagement and identification of financial structures for large scale mass transit projects such as Clyde Metro and further inform Glasgow's long term climate finance aspirations.
- 3.10 The CDG continues to work closely with the GCR Bus Partnership team to develop alignment, assess synergies in support of any pre metro intervention to address some of the wider connectivity issues and be an indicator of future success. There is a now a growing recognition that no one project can operate in isolation without an understanding, sharing of appropriate data, information and development plans to ensure alignment to the wider impacts of delivering an effective integrated public transport system.

- 3.11 The Clyde Metro vision is for a modern, sustainable and integrated public transport system and exemplar economic infrastructure project for regional transformation which facilitates joined up transport modes and active travel. It could demonstrate the efficacy of the approach in the Scottish Government's review of regional economic policy, which underpins the trio of economic infrastructure national policy frameworks of National Strategy for Economic Transformation, National Transport Strategy (NTS) and National Planning Framework 4 (NPF4). Therefore, it is imperative that Clyde Metro continues to align with these strategic delivery plans. Clyde Metro work will also continue to liaise and align with the further progressing of the Regional Transport Strategy and the Glasgow Transport Strategy along with other key statutory documents and policy work across regional partners to promote the benefits and opportunities Clyde Metro can bring.
- 3.12 Regular updates on the Clyde Metro development work continues to be provided to the GCR Transport & Connectivity Portfolio Group. The CDG has already facilitated establishing a list of key contacts across each Local Authority to support the provision of updated data sets, information and assessments for supporting the Clyde Metro development work. As more clarity arises when the STIP is published, the wider GCR involvement, role and input to the programme will be reviewed. In the interim, it is proposed to incorporate all GCR Local Authorities within the established Metro Strategic Advisory Group (established in November 2020 to promote collaborative working across 16 local partners to understand and champion the wider holistic benefits of Metro) to ensure all regional partners remain updated and engaged on progress and assessments including the emerging timetable, milestones and approach for development outputs for Clyde Metro's first gateway review.

4 Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	There are no new financial implications in this report.
<i>Legal:</i>	There are no legal implications in this report.
<i>Personnel:</i>	The team continues to be largely supported by GCC and Glasgow Airport providing staff resource support in kind.
<i>Procurement:</i>	There are no new procurement implications in this report.

Council Strategic Plan: Clyde Metro supports the following:

Grand Challenge 1: Mission 3 and 4.
Grand Challenge 2: Mission 1 and 2.
Grand Challenge 3: Mission 1 and 2.
Grand Challenge 4: Mission 1.

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.

Clyde Metro is supportive of the stated outcomes.

What are the potential equality impacts as a result of this report?

Equality Impact Assessments (EQIAs) will be developed as appropriate, however, Clyde Metro is supportive of the stated outcomes.

Please highlight if the policy/proposal will help address socio-economic disadvantage.

Clyde Metro focuses on:
a) Unserved and underserved areas with relatively poor connectivity;
b) Improving access to key hubs such as the city centre, hospitals, major education facilities, key employment, centres, retail hubs, and major leisure/sports facilities; and
c) Integrating with major transport hubs and creation of new interchange opportunities as well as active travel.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

GCC has committed to a goal of achieving net zero carbon emissions in Glasgow by 2030 in its collaborative Climate Plan. Clyde Metro recognises that transport emissions are the biggest challenge.

What are the potential climate impacts as a result of this proposal?

Clyde Metro can provide a positive impact on the climate through enabling and encouraging alternative and more sustainable modes of travelling in the GCR, as well as reduce emissions.

Will the proposal contribute to Glasgow's net zero carbon target?

Clyde Metro will contribute to Glasgow's net zero carbon target. To promote low carbon movement of people and goods in a resilient

transport system that can adapt sustainably in the future.

Privacy and Data

Protection Impacts:

No data protection impacts identified.

5 Recommendations

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- a) The Scottish Government's publication of the STPR2 final reports in December 2022 and Parliamentary Statement in January 2023, in which Clyde Metro was confirmed as a key priority for future transport investment.
- b) The planned publication of the STIP in Spring 2023, which will set out the level of funding, delivery structures and timelines for the next phase of Clyde Metro.
- c) STPR2's Clyde Metro proposal of a new modal tier of high quality public transport links to major hubs, including Glasgow Airport, means the scope of the AAP is contained within the wider and significant Clyde Metro network development options and delivery phasing.
- d) Work is ongoing to assess the scope of work packages required for the Clyde Metro business case development programme including lead roles, transformation opportunities, procurement commissions, funding and resource requirements, and timelines and process for key decisions. There will also need to be feasibility assessments of funding requirements that may be required from partner organisations.
- e) The work completed by the MFS team has supported Clyde Metro as a Scottish Government key priority for future transport investment and informing the development of the next business case stage. The team's remit is expected to transition to work as part of the wider Clyde Metro delivery team across partner organisations.

Appendices

Appendix A - STPR2 Report Review

Clyde Metro, a new world-class and affordable public transport network across GCR will provide a high-frequency, high-capacity and accessible link to key hubs. The map below provides an indicative scale of the route network, showing connections with the existing public transport network including the location of accessible stations. STPR2 was released on 8 Dec 22, which confirmed Clyde Metro as having the potential to deliver a multi-mode public transport network twice the size of Manchester's Metrolink. This is a bold ambition requiring significant funding, estimated between £11 and £17 billion with a multi-decade implementation.

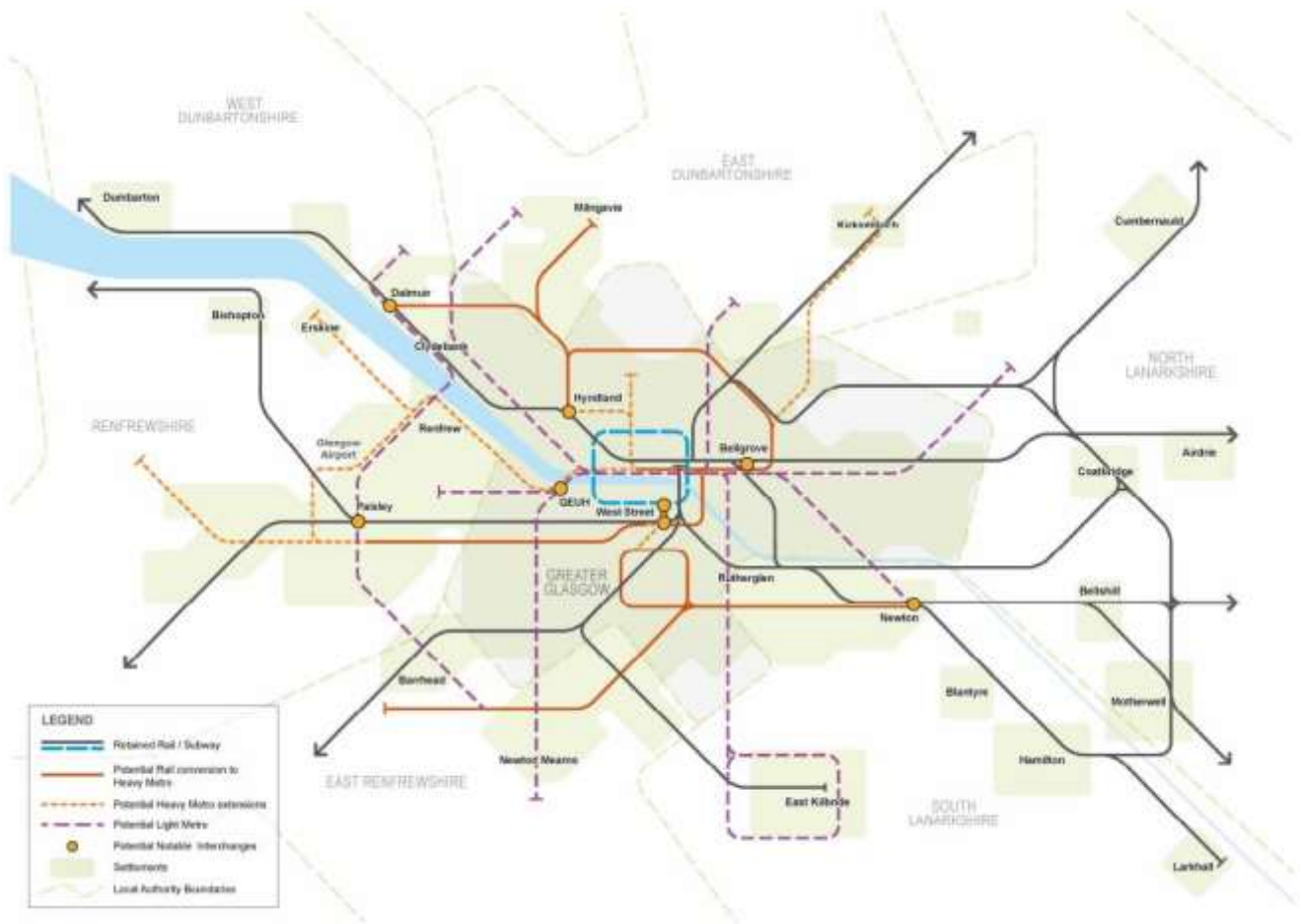
The scale of Clyde Metro is significant to the economic future of Glasgow. The new network will boost Glasgow's public transport capacity and the benefits of reduced congestion on roads as well as improved productivity gains and boosted economic growth for both businesses and individuals will be felt across the GCR. Clyde Metro will enable the creation of additional jobs with more people able to access major employment centres and key hubs.

The quality of the living, working and education environment is a significant factor affecting the decision of people and businesses choosing to locate to the region. The GCR is a dynamic and diverse city, but unquestionably one of connectivity contrasts, which are reflected in, and contribute to, an economically divided city, where, in broad terms, two thirds of the population are benefiting from and contributing to growth and a third are simply being left behind, where there is socio-economic disadvantage, underinvestment to help improve quality of life, and longstanding imbalances in the housing market. STPR2 describes the substantial socio-economic benefits for the whole of GCR by providing a fixed network to these areas which have for decades been unserved or underserved by public transport meaning large housing estates don't have a reliable, quick, turn-up-and-go service. Clyde Metro can not only offer this service, but also help to drive regeneration along the length of the network, and has the potential to have a direct impact on the development and delivery of new homes and the regeneration of vacant and derelict land which are key strategies for the region.

STPR2 aims to build on the heavy rail system using a combination of bus rapid transit, tram, light rail and metro rail. This multi-modal network would complement the service provided by traditional railways and may include the conversion from existing railways to tram or heavy metro.

STPR2 describes interchanges as being a key component of the network. Clyde Metro aims to serve and improve connectivity within the Glasgow conurbation, providing high quality public transport links to key hubs (for example city centre, hospitals, major education facilities, key employment centres, retail hubs, and major leisure/sports facilities) and major transport hubs (for example Glasgow Central and Queen Street railway stations, Glasgow Airport and suburban interchanges), together with unserved or underserved areas, more effectively than ever before. Provision of Clyde Metro will greatly enhance accessibility and connectivity in the GCR providing a high level of

service and significantly improved interchange opportunities, together with the rail, subway, and bus network, providing greater ease for cross region movements as well as better access to Glasgow City Centre. The creation of mobility hubs/interchanges and improved passenger facilities would also support a modal shift.



Appendix B – Clyde Metro Detailed Appraisal

Introduction

Clyde Metro would be a mass transit public transport system focused on Glasgow and the surrounding areas of East Dunbartonshire, East Renfrewshire, North Lanarkshire, Renfrewshire, South Lanarkshire and West Dunbartonshire. The full operational range of Clyde Metro will be determined by individual line/route characteristics informed by ranges established through a benchmarking exercise. In terms of specific modes, the system may include one or more of BRT, tram, light rail and/or metro rail. Clyde Metro would complement and integrate with the Region's existing rail and bus and active travel networks. The system may include wholly new alignments, reuse of former disused rail infrastructure and/or involve the conversion of existing rail alignments. Clyde Metro would include areas where public transport is more limited and include cross region routes along key corridors of demand, including where congestion impacts on existing bus services. This would improve the accessibility of public transport in areas that are more disadvantaged and where the population has been identified as experiencing higher levels of transport poverty to promote more reliable public transport, increase travel choices to key destinations (employment, education, healthcare and other services) and help to address inequalities.

The system would also help facilitate a 'step-change' in spatial accessibility and cross regional connections, including access to the strategic sites set out within Clydeplan Strategic Development Plan as well as developments of national significance identified in the Revised Draft NPF4 such as Clyde Mission.

Clyde Metro is aimed to serve and improve connectivity within the GCR, through the development of a new modal tier which would provide high quality public transport links to key hubs (for example, city centre, hospitals [such as QEUH], major education facilities, key employment centres, retail hubs (such as Silverburn and Braehead), and major leisure/sports facilities), and major transport hubs (such as Central and Queen Street railway stations, Glasgow Airport and suburban interchanges), together with unserved or underserved areas such as Easterhouse and Newton Mearns.

Relevance to Public Transport Users and Non Users within Glasgow City Region.

The region has approximately one third of the Scottish population and contributes approximately one third of the Scottish GVA but also suffers from high levels of deprivation including transport poverty, higher number of benefit claimants, lower educational attainment relative to other regions and high levels of economic inactivity. Unaffordable and unreliable local public transport is limiting access to job opportunities for residents of low-income neighbourhoods in the GCR, according to the independent Joseph Rowntree Foundation (JRF).

The JRF note that 'transport is a key barrier to employment for many residents living in low-income neighbourhoods. All too often, public transport is seen as something

that constrains rather than enables a return to work.’ Clyde Metro would have a key role to play in tackling the social exclusion throughout the GCR, currently contributed to by transport provision which can act as a barrier, limiting access to education and employment opportunities.

Clyde Metro is itself a national development and would also serve to support national-level priorities such as Clyde Mission, to help drive sustainable and inclusive growth throughout both city and region and improved access to healthcare and leisure facilities. It would provide significant capacity for modal shift and help reduce greenhouse gas emissions and improve air quality. Clyde Metro would also offer relief for the heavy rail network freeing rail capacity for longer distance journeys and allowing more efficient provision of fixed infrastructure public transport services in the urban area.

Estimated Cost

More than £5 billion Capital Indicative capital costs per kilometre have been collated for similar schemes across the UK. Bus Priority Fund commitments by the Scottish Government to investment in bus priority could potentially be used to deliver bus priority schemes delivered as part of this recommendation. Local factors play an important role in the overall cost of a scheme therefore these costs can vary significantly between regions and schemes. The costs of the Metro Rail Transit vary substantially due to the possibility of the Metro running underground which significantly increases costs. It is likely that capital costs for this recommendation will be significantly above the £5 billion level on an overall multi-year programme. It is anticipated that Clyde Metro could potentially generate self-sustaining revenue streams once the system is in operation, although an element of revenue support may be required in the early years.

Position in Sustainable Investment Hierarchy Targeted Infrastructure Improvements.

Clyde Metro would also contribute to nine of the 12 NTS2 outcomes, as follows:

- Provide fair access to services we need;
- Be easy to use for all;
- Help deliver our net-zero target;
- Adapt to the effects of climate change;
- Promote greener, cleaner choices;
- Get people and goods to where they need to get to;
- Be reliable, efficient and high quality;
- Be safe and secure for all; and
- Help make our communities great places to live.

Transport Planning Objectives (TPOs)

There is a 7-point scoring scale ranging from -3 to +3 which applies to the 5 TPOs:

7-point scoring range	Score definition
+++	major positive
++	moderate positive
+	minor positive
0	neutral
-	minor negative
--	moderate negative
---	major negative

Scoring of TPOs

An assessment of Clyde Metro against each of the 5 TPOs is provided below.

1. A sustainable strategic transport system that contributes significantly to the Scottish Government's net-zero emissions target.	
Low Scenario	High Scenario
++	++
2. An inclusive strategic transport system that improves the affordability and accessibility of public transport.	
Low Scenario	High Scenario
+++	+++
3. A cohesive strategic transport system that enhances communities as places, supporting health and wellbeing.	
Low Scenario	High Scenario
++	++
4. An integrated strategic transport system that contributes towards sustainable inclusive growth in Scotland.	
Low Scenario	High Scenario
+++	+++
5. A reliable and resilient strategic transport system that is safe and secure for users.	
Low Scenario	High Scenario
++	++

Summary of Appraisal

Clyde Metro makes an overall positive contribution to all of the STPR2 TPOs. It contributes strongly to the objectives relating to improving the affordability and accessibility of public transport. It would also positively contribute towards the majority of the Statutory Impact Assessment criteria. In terms of deliverability, Clyde Metro is considered feasible to construct and deliverable, albeit there would likely be some challenges at particular locations. These would be addressed accordingly through the design development process as the exact routes and modes of Clyde Metro are determined. Costs of the system are likely to be substantial although considering the individual elements of Clyde Metro, it will cost significantly less to deliver the BRT elements, which will offer greater flexibility in terms of both implementation and routing of bus-based services when compared to the light and heavy metro elements.

Public acceptability is likely to be mixed with higher support from potential users, potentially less so by those directly impacted by the construction and/or operation of the system. This recommendation is expected to have a major positive impact on the EqlA and Fairer Scotland Duty Assessment, and on the Children's Rights and Wellbeing Impact Assessment. The SEA impact is anticipated to be positive at this stage although work would be required as the scheme progresses to ensure this was the case.