



Glasgow City Council

**Environment, Sustainability and Carbon
Reduction City Policy Committee**

**Report by Executive Director of Neighbourhoods,
Regeneration and Sustainability**

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Item 2

1st February 2022

METRO FEASIBILITY STUDY UPDATE

Purpose of Report:

To provide a progress update of the work of the Metro Feasibility Study (MFS) team and its support of Transport Scotland's second Strategic Transport Projects Review (STPR2).

Recommendations:

The Committee is asked to:

- a. Note the close working relationships forged with Transport Scotland (and their consultants), the Metro Strategic Advisory Group, Strathclyde Partnership for Transport, the Glasgow teams' preparing the Local Transport Strategies and the Regional Transport & Connectivity Portfolio Group to promote alignment of the Metro as a strategic intervention.
- b. Note the updates contained in this report regarding progress made by the Metro Feasibility Study and the publication of the draft STPR2 recommendations in January 2022.

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 ESCR Committee with an update on the developments of the Metro Feasibility Study (MFS) that have taken place over the past 18 months.
- 1.2 The MFS aims to spotlight the environmental, sustainable, economic, social inclusion and equality benefits that an integrated transport solution can bring to the City Region. The Metro provides an opportunity to offer a step change in life chances for communities stymied by the greatest inequality challenges caused by unaffordable, unreliable and poorly connected local public transport. Metro will be targeted at improving connectivity whilst contributing to the City Region's ambitions to improve the health and wellbeing of its people by delivering an inclusive, net zero and climate resilient economy.

2 Background

- 2.1 In 2019 the Connectivity Commission recommended that work be taken forward to develop a Metro proposal, highlighting the many benefits it could bring. As instructed by Glasgow City Region (GCR) Cabinet in April 2020, the Airport Access Project work was put on hold, whilst the council led the development of a Feasibility Study on a wider regional Metro opportunity.
- 2.2 The study was mobilised in the summer of 2020 with a multi-disciplinary team established by the council on behalf of the City Region. The initial focus was to work 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 strategic appraisal set out to align requirements and assumptions into and from the local, regional and national work on transport planning.
- 2.3 In February 2021, the inclusion of Metro within Transport Scotland's second Strategic Transport Projects Review (STPR2) Phase 1 outputs enabled the study to be fully aligned, and to collaboratively support the STPR2 process, ensuring no duplication of work. Transport Scotland led on developing a Strategic Business Case, with the study project team providing additional complementary outputs. The combined and composite outputs will inform the assessment and priorities for long term transport planning investments as part of the STPR2 recommendations.
- 2.4 The STPR2 Phase 1 outputs identified and acknowledged a missing tier of public transport in the Region - a connectivity gap in what is best provided by the Region's bus, subway and rail networks. Metro therefore represents an integrated public transport system for the City Region where bus rapid transit, tram, light rail and/or metro rail will complement the existing subway, bus, and heavy rail networks, offering a compelling public transport proposition that supplements existing walking and cycling networks as a viable alternative to car.

- 2.5 Some communities do not have the public transport connectivity they need to thrive and prosper. This situation also creates a barrier to underused and derelict land being brought back into use. Working together with stakeholders, a bold ambition has been required to address the challenges and shortcomings of the Region's public transport provision by introducing a Metro which can deliver clean and net zero carbon connectivity, a healthier more equal City Region, inclusive economic growth, and liveable neighbourhoods with a less congested, more attractive, city centre.

3 Approach

- 3.1 The Feasibility Study sought to attain a shared understanding of key Regional and national strategies, and a consideration of Metro infrastructure investment. The study has taken a holistic assessment, incorporating health and wellbeing, sustainable travel modal shift options, environmental factors, place making, innovation, housing, land use, social inequalities, economic and inward investment opportunities and governance options.
- 3.2 The study was overseen through existing GCR governance arrangements for the Airport Access Project with the Chief Executives of Glasgow and Renfrewshire Councils acting as joint chairs of the Project Steering Group.
- 3.2 The 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. Transport Scotland's benchmarking review of Metro schemes was also shared.
- 3.3 To support the work of the MFS project, a Metro Strategic Advisory Group (MSAG) was established. MSAG has ensured collaborative working with local partners to understand and champion the wider holistic benefits of the Metro - enabling a strong interface between transformational stakeholders and infrastructure to advocate and bolster existing climate change and economic growth strategies. The MSAG cohort includes members from the undernoted organisations and has met monthly since its inauguration in November 2020.

Climate Ready Clyde	Clyde Mission	Clyde Plan	Connectivity Commission
Glasgow Airport	Glasgow Chamber of Commerce	Glasgow City Council	GCR Intelligence Hub
National Health Service	Renfrewshire Council	Scottish Enterprise	Scottish Government
Scottish Power Energy Network	Strathclyde Partnership for Transport	Strathclyde University	Transport Scotland

- 3.4 There have been regular meetings and workshops to foster strong engagement and collaboration between Transport Scotland, Strathclyde Partnership for Transport (SPT) and the council to share progress and understanding of work packages, data, and to review Regional spatial strategies.

There have also been workshops involving all local authorities across the City Region, facilitated through the Regional Transport Planning and Connectivity portfolio group, to explore the wider ambitions and objectives arising from a Metro intervention, and to seek input on the following key areas:

- Areas that need to be linked by public transport.
- Underserved / unserved areas by regular local transport
- Carbon Reduction Targets
- Modal Shift Targets
- Economic and Social Exclusion, and Transport Poverty

3.5 These inputs have supported Transport Scotland's work around the development and assessment of potential corridors and routes for a Metro network as well as a wider assessment of constraints, opportunities and dependencies. One key area of interest is the role of interchange points across the network to enable improved connectivity and accessibility across transport modes. This collaboration and assessment work has resulted in Metro's inclusion in the appraisal process for both the SPT's Regional Transport Strategy and the council's Local Transport Strategy.

3.6 The Feasibility Study has developed Geographic Information System modelling approaches which will allow detailed appraisal and assessment of emerging routes information (when they become available) to understand the impacts on and opportunities for local communities, and on wider transformational Metro considerations.

4 Feasibility Study Progress Update

4.1 The Feasibility Study secured consultancy funding from the GCR City Deal (£60k), the Regional Recovery and Renewal Fund (£160k) and Glasgow City Council (£15k) to deliver four key outputs that would augment the Metro intervention assessment within STPR2:

- Economic Narrative
- Transport Governance and Operating Model Options
- Metro Guiding Principles
- Land Value Capture Pilot Assessment.

4.2 The Economic Narrative assessment has developed case study evidence on the nature and scale of economic impacts delivered by high quality comparator programmes in the UK, Ireland and Europe. This work has been supplemented with mapping of relevant influential policy frameworks alongside collating evidence on the current constraints and opportunities associated within both the City Region's transport network and socio-economic context.

4.3 Glasgow City Region's current public transport offering could be limiting its ability to maximise its full potential. Comparator geographies with high quality, attractive and integrated transport solutions have high functioning economies, with greater

entrepreneurial activity, a more productive workforce and far higher levels of population well-being.

- 4.4 The evidence highlights that a well-developed Metro, integrated with the current rail network and improved active travel, subway and bus offerings have the potential to deliver wide-ranging positive economic impacts as well as social, health and environmental benefits.
- 4.5 The Metro offers exciting chances to access new green-skills jobs, and the night-time economy, whilst tackling the outward migration of the Region's educated, skilled workforce. The Economic Narrative sets out how the Region can take control of its powerhouse status for driving inclusive economic growth, and life opportunities for all.
- 4.6 The Transport Governance and Operating Model Options assessment sets out a route map of the different stages of governance activity required to successfully implement a large-scale infrastructure programme for multiple forms of transport. A range of UK and European benchmark cities were considered and reviewed to understand examples of context, lessons learnt and best practice.
- 4.7 The findings set out the proposed options against the current governance landscape context and wider transport policy ambitions of local and national government - recognising the powers and roles required of promoting organisations to take forward the Metro across the anticipated multi-modes of transit. Consideration is given to how the Metro can be developed in the immediate and short term, with longer term options available for the future operations. A multi-partner working group is proposed to plan for the required next steps subsequent to the publication of the STPR2 recommendations.
- 4.8 The Metro Guiding Principles illustrates how a transformational Metro (or Metro+) programme of interventions has the potential to lever in significant benefits for the City Region, which go beyond the traditional transport advantages captured through a standard appraisal process. Unifying projects in one cohesive plan, which can dovetail all elements of the programme will allow for better planning and design. For example, Metro+ can support the unlocking of new areas for housing as well as the development of stations into community hubs to provide a sense of place - supporting both sustainable travel and the shift towards net zero.
- 4.9 Work to create the Guiding Principles involved engagement with key stakeholders to provide a common definition, an aspiration for what a Metro system can look like and to create a compelling case for Metro and its integration with other forms of active and more sustainable travel. A form of frequent, safe and affordable rapid transit, a Metro could be a mixture of rail-based and modern bus rapid transit; delivering services where there is relatively poor connectivity.
- 4.10 A Metro would integrate with major transport hubs to provide interchange opportunities to leisure sites, sport and retail hubs - providing a stimulus for liveable neighbourhoods, place making and place mending. The Metro's

transformational prospects can address many challenges and missed life opportunities arising due to inadequate public transport provision.

- 4.11 The Land Value Capture (LVC) Pilot Assessment identified the South West Corridor to test potential increases in the value of land and property due to the creation of Metro rail-based stations. The pilot study outlined the potential for LVC funding whilst acknowledging how other forms of wealth generation can act in partnership with LVC uplift from transport.

5. Strategic Alignment

- 5.1 The Feasibility Study project team will continue to engage to ensure future alignment with key strategic developments such as the Regional Economic Strategy, Regional and Local Transport strategies, the Bus Partnership Fund, the fourth National Planning Framework, Clyde Mission, Climate Change Plan Update, and modal shift targets. Collaborative work continues to align these programmes to the future ambitions of a Metro Network and transformation opportunities for the City Region and ensure any statutory outputs incorporate the assessment and appraisal opportunities for a Glasgow Metro.
- 5.2 The Feasibility Study team submitted a successful joint funding bid (with Public Health Scotland) for maximising the health, wellbeing and economic benefits generated by the region's Capital Investment Programme. A bespoke Capital Investment Health Impact Assessment toolkit will be developed and trialled, to determine which health and wellbeing impacts should be considered in any future delivery of a Metro.
- 5.3 Case study references for the Glasgow Metro were also developed and incorporated within the Glasgow City Region Greenprint for Investment Prospectus and the Glasgow Green Deal Roadmap.

6. STPR2 publication

- 6.1 The STPR2 draft recommendations report was published on 20 January 2022 together with commencement of a 12-week statutory consultation period open until 15 April 2022. STPR2 provides the Strategic Business Case for 45 recommendations. Business cases will be developed in more detail after this consultation stage which then inform the investment decision making process.
- 6.2 The Scottish Government has confirmed its support of Clyde Metro in STPR2 as an investment which can provide significant opportunities for people living, working and accessing jobs, services, education and health across the Glasgow City Region. The recommendation aims to address the gap in public transport provision in the Glasgow City Region allowing more effective rail operations, creating capacity for high speed rail connections and providing connectivity to areas of deprivation with education, employment and leisure opportunities.

- 6.3 Metro transport systems include one of or a combination of bus rapid transit, tram, light rail and metro rail. Integrating Clyde Metro with the region's current bus, subway and heavy rail networks as well as good links with active travel, Clyde Metro aims to provide improved connectivity between the City and the surrounding communities, and between the communities themselves. This will tackle deprivation issues in the region and encourage a switch from private car use to public transport and other more sustainable travel options.
- 6.4 The extract of the STPR2 Clyde Metro recommendation is found in Appendix 1, whilst the full STPR2 **summary report** and the **draft technical reports** are available online (with Clyde Metro identified as recommendation number 11). Transport Scotland is providing a number of ways to provide feedback on the public consultation process:
- **Online consultation** using the Scottish Government's consultation hub website.
 - Email: **Consultation@stpr2surveys.co.uk** or Phone **0330 122 1369** to request a copy of the consultation.

Appendix 2 has a copy of a poster being promoted by Transport Scotland to be displayed in key public buildings, where possible, to promote the consultation process.

7. Next steps

- 7.1 The Feasibility Study project team will continue to work with partners to review all the draft recommendations and supplementary reports and provide consultation feedback to support their assessment. The final STPR2 recommendations are expected to be confirmed later in 2022.
- 7.2 The project team will continue to work collaboratively with Transport Scotland and SPT to assist with any further preparatory work to support the development and delivery of the next stage business case for Clyde Metro. A Programme Steering Group made up of senior officials from TS, SPT and GCC will now be established to take forward Clyde Metro with its first meeting planned in February 2022.

8 Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	Consultancy works funded from City Region and Glasgow City Council budgets. All internal and external project staff resources provided as benefit in kind contributions.
<i>Legal:</i>	None
<i>Personnel:</i>	Internal and external resources

Procurement:

Works procured according to Standing Orders.

Council Strategic Plan:

The Metro Feasibility Study promotes a shared understanding of key regional and national strategies which in align and support the following Strategic Plan themes:

- A Thriving Economy
- A Vibrant City
- A Healthier City
- A Sustainable and Low Carbon City
- Resilient and Empowered Neighbourhoods

The following Strategic Plan outcomes are supported:

Outcome: A resilient, growing and diverse city economy where businesses thrive.

Outcome: Glasgow is a world class destination for tourism, culture, sport, events and heritage.

Outcome: Glaswegians are active and healthier.

Outcome: All citizens have access to the city's cultural life and its heritage.

Outcome: Glasgow is healthier.

Outcome: Citizens and communities are more self reliant for their health and wellbeing.

Outcome: Citizens use active travel, including walking and cycling.

Outcome: We have more sustainable, integrated transport networks across the city, and less congestion.

Outcome: We have a low carbon footprint as a council and as a city.

Priority 53-73 under Sustainable and Low Carbon City

Outcome: Citizens can access good facilities, jobs and services locally.

Priority 74: Develop a more integrated approach to how we use our policies, assets and resources to improve community empowerment, neighbourhoods and delivering equality

Outcome: The council has open and transparent decision making.

Outcome: Citizens are more involved in local and citywide decision making.

Outcome: We listen to citizens and respond.

Outcome: We take account of equality issues and the impact of poverty in our decision making.

Priority 92 Reform our decision-making arrangements to improve transparency and accountability and opportunities for citizens to take part in decisions, particularly local ones.
Priority 99 Work to deliver a fairer, more equal Glasgow through all that we do

Equality and Socio-Economic Impacts:

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

The Metro Feasibility Study promotes a shared understanding of key regional and national strategies, to consider a Metro infrastructure investment first and foremost. This can act as the catalyst for further equality, environmental, sustainable and economic benefits that an integrated transport solution can bring.

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

No significant impact as a result of this report.

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

The Metro Feasibility Study promotes a shared understanding of key regional and national strategies, to consider a Metro infrastructure investment first and foremost. This can act as the catalyst for greater social inclusion and equality that an integrated transport solution can bring.

Climate Impacts:

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

The Metro Feasibility Study promotes a shared understanding of key regional and national strategies, to consider a Metro infrastructure investment first and foremost. This can act as the catalyst for further environmental and sustainability actions to support Climate Plan benefits that an integrated transport solution can bring.

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

Will be assessed at a future stage

Will the proposal contribute to

Will be assessed at a future stage

*Glasgow's net zero
carbon target?*

**Privacy and Data
Protection Impacts:**

Not applicable at this stage

9 Recommendations

9.1 The Committee is asked to:

- a. Note the close working relationships forged with Transport Scotland and their consultants, the Metro Strategic Advisory Group, Strathclyde Partnership for Transport, the Glasgow team's preparing the local transport strategies and the Regional Transport & Connectivity Portfolio Group to promote alignment of the Metro as a strategic intervention.
- b. Note the updates contained in this report with regard to the progress made by the Metro Feasibility Study and the publication of the draft STPR2 recommendations in January 2022.

Appendix 1

Extract of STPR2 draft technical report – Clyde Metro recommendation

9.4.1. Clyde Metro (11)

A metro transport system that improves connectivity in the Glasgow City Region up to around 15km from the city centre would target areas where connections are currently poor, including places where there is deprivation.

This would be a new level of public transport provision for Glasgow City Region addressing a gap where heavy rail is being used in a way that is not entirely efficient. Metro transport systems include one of or a combination of bus rapid transit, tram, light rail and metro rail. These options would complement the service provided by traditional railways and may include the conversion from existing railways to tram or heavy metro.

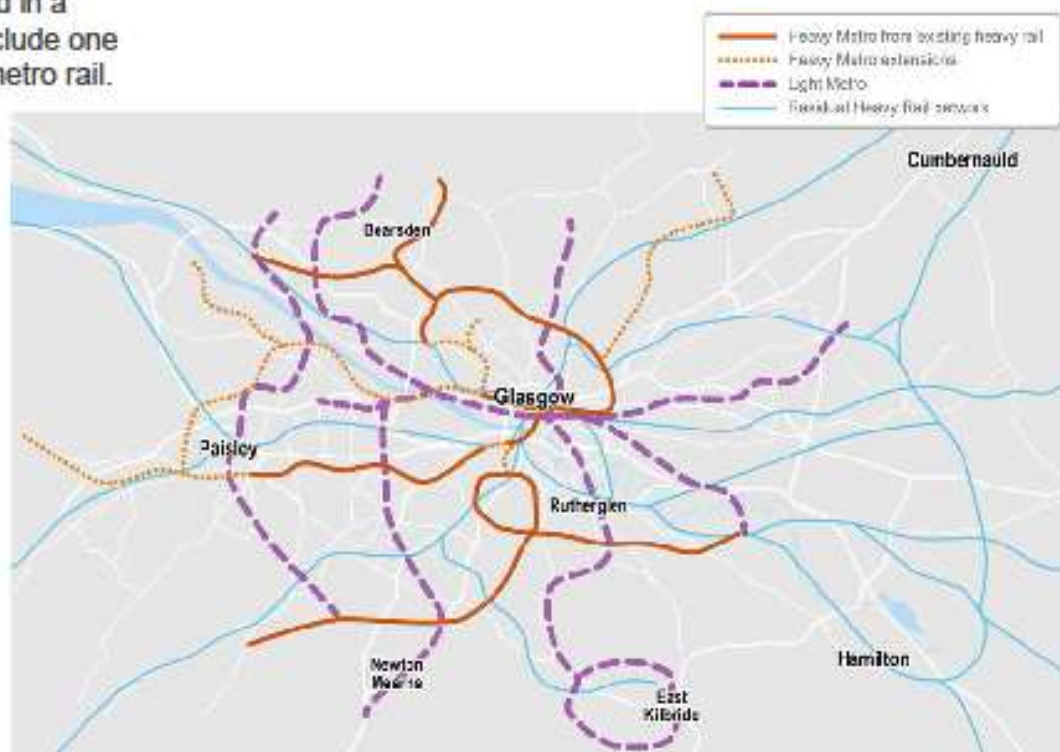
This would improve access to and from the city centre and busy locations – including hospitals, major education facilities, key employment centres, retail hubs and major leisure/sports facilities - supports Scottish Government policies aimed at tackling deprivation and health issues.

Integrating Clyde Metro with active travel and existing transport networks would remove shorter distance trips from the heavy rail network and free up additional capacity for longer journeys.

There is potential for particular gains at Glasgow Central. This would facilitate improvements to wider rail services and assist in any developments in High Speed Rail.

It would integrate with major transport hubs and create new interchange opportunities with heavy rail, bus, walking, wheeling and cycling.

The system would help to deliver environmental benefits and improve public transport journey times and journey time reliability making sustainable travel options more attractive.



STPR2 recommends that Transport Scotland continues to work with Glasgow City Council, Strathclyde Partnership for Transport and other regional partners in the development of Clyde Metro including the design, business case and governance. This would address the gap in public transport provision in the region allowing more effective rail operations, creating capacity for high speed rail connections and providing connectivity to areas of deprivation with education, employment and leisure opportunities. Priority would be given to those solutions that can connect unserved and underserved areas. By integrating with the region's current bus, and heavy rail networks as well as good links with active travel, it would provide much improved connectivity between the City and the surrounding communities, and between the communities themselves. This would tackle deprivation issues in the region and encourage a switch from private car use to public transport and other more sustainable travel options.

Meets key objectives:



Climate



Accessibility



Health



Economy



Safety

This recommendation aligns with:

Recommendations 1, 6, 14, 21, 45;

Draft NPF4 National Development 3. Urban Mass/Rapid Transit Networks, 13. High Speed Rail and 14. Clyde Mission. This sits within the Draft NPF4 Central action area and proposes that priorities for the area include reinventing our largest cities and the wider central belt to pioneer a new era of low carbon urban living across Scotland. This recommendation contributes to these priorities and supporting actions;

The Bus Partnership Fund – as a source of funding to reduce the negative impacts of congestion on bus services and address the decline in bus patronage;

The Regional Transport Strategy: Strathclyde Partnership for Transport is developing an updated Regional Transport Strategy due for publication in 2022. Their Case for Change presents objectives to reduce transport emissions, improve equality of access, improve connections between regional centres and domestic / international markets, and to make public transport a desirable travel choice;

The Strategic Development Plan: Clydeplan, the Glasgow and Clyde Valley Strategic Development Planning Authority set out in the Strategic Development Plan (2017) plans around the City Region as a successful, sustainable place, a low carbon place, a natural and resilient place and a connected place.



Appendix 2

Copy of STPR2 consultation poster



Further copies of this document are available, on request, in audio and visual formats and in community languages. Any enquiries regarding this document / publication should be sent to us at: Consultation@stpr2surveys.co.uk