

Item 1

1st February 2022



Glasgow City Council

Environment, Sustainability and Carbon Reduction City Policy Committee

Report by Executive Director of Neighbourhoods, Regeneration and Sustainability

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GLASGOW TRANSPORT STRATEGY UPDATE

Purpose of Report:

To update members on the progress made towards the development of a Glasgow Transport Strategy Final Policy Framework including the outcomes of a period of consultation and discussion. This report also offers an update on Workplace Parking Licencing, Mobility as a Service and Bus Governance Options commissions.

Recommendations:

It is recommended that the Committee:

- (i) Notes the contents of this report.
- (ii) Notes the proposed Glasgow Transport Strategy: Final Policy Framework in Appendix 1 which will thereafter proceed to City Administration Committee in March 2022 for final approval, as well as the associated consultation report in Appendix 2.

Ward No(s):

Citywide: ✓

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

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1 Introduction

- 1.1 As reported to ESCR Committee in October 2021, a 7 week period of public and stakeholder discussion and consultation has taken place on a Glasgow Transport Strategy: Draft Policy Framework.
- 1.2 This forms Part 1 of the Glasgow Transport Strategy. This will then be supported by a **Glasgow Transport Strategy: Strategic Delivery Framework** later in 2022 (Part 2), which, accompanied by statutory impact assessments, will be subject to public and stakeholder consultation. Finally, an Action Plan will follow in 2022 reflecting timelines and actions from all of the Glasgow Transport Strategy outputs.
- 1.3 This report:
 - Reports on outputs from the consultation and discussion period on the Glasgow Transport Strategy: Draft Policy Framework
 - Sets out key changes to the Final Policy Framework as a result of the consultation period.
 - Updates Elected Members on three pieces of technical research which have informed the Glasgow Transport Strategy workstream to date.

2. The consultation and discussion period – approach and outcomes

- 2.1 The consultation and discussion period on a Draft Policy Framework ran from 18th October to 3rd December 2021. The consultation was open to all, and was promoted through the Council's website and Consultation Hub, via a press release and the Council's social media channels as well as directly to stakeholders and community representatives. Presentations were given on the Policy Framework at specific events such as the Glasgow Business Resilience Council, as well as Sector Partnerships. Six online discussion sessions were held, to which stakeholders and community representatives were invited. A specific Community Council online discussion session was also held.
- 2.2 An easy read version of the Policy Framework was produced alongside the full version, with several translated versions made available on the website at www.glasgow.gov.uk/transportstrategy.
- 2.3 In total, the consultation was promoted to over 150 organisations and community representatives plus Community Councils and members of the three Sector Partnerships and the Glasgow Business Resilience Council. Around 50 organisations and community representatives directly gave feedback on the Policy Framework, either through attendance of online discussion sessions or via written submissions. The online survey attracted some 443 submitted responses, with 80% being Glasgow residents.
- 2.4 A consultation report is appended in Appendix 2. Key findings from the discussion and consultation period included:

- Broad support for the policies within the Policy Framework. The policies were split into 9 themes, and the level of support for each theme is shown in the table below. Some 16% of survey respondents skipped the themed questions and only answered a broad question on the overarching direction of the Policy Framework. In response to this overarching question, 5% said they did not support the policies, 52% said they supported them and 43% said they supported some but some could be changed or added to. Support across the themed policy sections averaged at 70%. 70% said they supported the principles guiding the Policy Framework, with 28% saying they agreed with some but some could be changed or added to. For those who said they could be improved or they did not support them, some said equalities and disabilities should be taken into account in the principles, public transport should be equal to walking and cycling in the sustainable travel hierarchy, and car drivers were being penalised by the policies.
- 71% said they supported the policies on governance and delivery, with 25% saying the supported some but some be changed or added to. A number of comments related to bus governance, and some related to a need for an action plan.
- 61% said they supported the monitoring indicators proposed, 34% saying they supported some. A number of comments related to include an indicator on public transport affordability or fares.

Policy theme	I support this set of policies	I support some of these policies but some could be changed or added to	I don't support these policies
Theme 1 policies on reducing the need to travel unsustainably	68%	25%	6%
Theme 2 Decarbonising transport and achieving cleaner air	71%	26%	3%
Theme 3 Inclusive and safe places for people & supporting sustainable travel choices	68%	29%	4%
Theme 4 Collective transport – public, community, shared and demand responsive transport	57%	40%	2%

Policy theme	I support this set of policies	I support some of these policies but some could be changed or added to	I don't support these policies
Theme 5 Managing and developing assets and infrastructure	70%	27%	3%
Theme 6 Smart and digital city	73%	24%	4%
Theme 7 Managing travel demand	60%	32%	8%
Theme 8 Transport and the natural and built environment	86%	13%	1%
Theme 9 Access to vital services and opportunities and supporting economic success	74%	25%	2%

2.5 In terms of the comments people offered on the various themes within the survey, some common topics raised across the survey included:

- support for the strategy but a desire for it to be bolder with firmer commitments, prioritisation of actions and faster progress on transport improvements in the city generally
- a desire to prioritise public transport in the strategy, and see real improvements to services as well as affordable and integrated ticketing
- the need to acknowledge people with disabilities and older people have particular transport needs (for example, many cannot benefit from cycling)
- more incentives were needed to support people to reduce their use of a car, and to avoid anti-car policies (whilst others said the car was too dominant)
- there should be less focus on electric vehicles and more on active travel and public transport
- concerns over partnerships with bus operators
- concern over economic impacts of policies
- some concerns over e-scooters
- some concerns over lack of parking for people living in tenements and over any parking price charges (though others supported stronger action on parking control and enforcement)

2.6 Finally, the consultation invited the public and stakeholders to “pose a policy” for consideration in the final Policy Framework. The public pose a policy suggestions included being stronger on bus governance, reducing the impact of the M8, to specific suggestions on walking, cycling, public transport and traffic management. There were also many suggestions from stakeholder

organisations on how to strengthen the Policy Framework. These have all been considered in the Final Policy Framework as discussed below.

3. Key changes to the Final Policy Framework

3.1 As noted above, the general sentiment of the public and stakeholder responses to the Glasgow Transport Strategy: Draft Policy Framework was of support. The consultation and discussion period saw a number of very useful policy and the Final Policy Framework has been strengthened with many of these. This reinforces the need to work together to achieve common goals for the city.

3.2 A number of edits have been made to the Final Policy Framework based on responses to the consultation, as well as some external work published after the Policy Framework was produced which are material to the Glasgow Transport Strategy. In addition, the Final Policy Framework has undergone a review and edit to improve its accessibility and 'readability' by a broad audience.

3.3 Substantive changes to the Policy Framework include the following

- Restructuring of the technical policy section to make it easier for people to follow.
- A commitment to produce an associated Action Plan in 2022 to be clearer on how and when specific actions will be delivered.
- Stronger emphasis on the need to reduce the journeys we make as well as shortening journeys following the publication of an important Transport Scotland research report in Autumn 2021 on decarbonising transport in Scotland. A new policy on maximising use of community-based facilities across the city, being pro-active on reviewing quality of goods and service provision in liveable neighbourhoods to ensure equity of access, and stronger policy on car-dependent development such as drive-throughs.
- Greater emphasis on the role of active travel in achieving goals within the Strategy, as opposed to only cross-referencing the Active Travel Strategy which sets out Council policy and projects on walking, wheeling and cycling. A new specific policy on the pedestrian environment, and an action to continue to explore ways to reduce severance of major infrastructure and features in the city. Commitment to explicitly refer to cycling in future maintenance and road asset management documentation.
- Clarification that shared transport and taxis are part of the National Transport Strategy Sustainable Travel Hierarchy, and policies around shared mobility and taxis have been strengthened and reinforced in the Final Policy Framework. Stronger policy on demand responsive transport to respond to changing types of travel demand.
- Building on the existing action to explore a free public transport pilot, additional policies on affordable public transport including an aspiration of affordable capped fares, as well as the addition of targets for the Glasgow Bus Partnership in terms of patronage growth and bus journey time improvements and further clarification on expectations of a world-class bus system. Stronger policy on integrated and digital ways to pay across all sustainable transport, which will build on existing commitments secured through the Glasgow Bus Partnership for multi-operator bus fare capping by 2023 and tap and cap ticketing schemes across all public transport by end 2024. Further clarification on a Clyde Metro scheme.

- Related to the point above, firmer and clearer policies on the Council's approach to bus governance in the city, committing to continue to explore franchising and a municipal bus company with any formal time-limited Bus Service Improvement Partnership to improve bus services for passengers in the city subject to clear performance targets and associated monitoring, and with the assumption further revenue and capital funding is made available from the Scottish Government.
- A Glasgow-based target of at least 30% reduction in car vehicle kilometres in the city boundary by 2030 over 2019 levels. This is an aspirational but important target to help guide decision-making up to 2030. It is increasingly clear from technical analysis underpinning the GTS that external interventions are required to support local authorities to achieve these ambitious targets in car vehicle km reduction set by the Scottish Government. The GTS Policy Framework calls for Scottish Government and UK Government to take action to support local authorities in reaching these targets by introducing road use pays / charging schemes at a national or regional level, and to take measures to increase the cost of using a car to discourage short journeys and unnecessary journeys. This will support those who rely on cars the most to use them, whilst supporting modal shift of many car journeys to more sustainable modes.
- Emphasis on the need to reallocate roadspace and adapt existing infrastructure to support sustainable travel, as well as through development management for new development.
- Greater emphasis on measures to support those with disabilities and additional travel needs, with a new barrier-free transport system policy and policy on using roadspace first for certain interventions over pavement space (for example, electric vehicle charging points, cycle storage).
- Stronger policy on personal security for people travelling in the city, particularly for some population groups who feel personal security issues the most as documented in research.
- More defined policies on movement of goods and inclusion of targets set for goods vehicles at COP26 with reference to preparing for alternatively fuelled HGVs in the future in policy.
- Further definition of parking policies, including a review of parking prices to ensure they are not cheaper than comparable public transport, improve enforcement of inconsiderate parking at bus stops and on bus lanes. Policy to lobby Scottish and UK Government to influence the proportion of larger vehicles in use.
- Stronger emphasis on the historic environment in the city and interaction with transport, and maximising the placemaking and active travel benefits of measures to mitigate environmental impacts. Policy gap in Draft on noise pollution resolved.
- Further definition of a more strategic approach to behaviour change programmes in the city.
- Related to process, policies to trial stronger approaches to how we apply Equality Impact Assessment and the sustainable travel hierarchy to our decision-making within the Council, and some additional monitoring indicators to explore.

- Further clarification in context sections that users of the transport system in Glasgow are not being asked to stop using cars completely and it is recognised that some rely on cars for specific reasons (e.g. shiftwork in hard to reach locations and people with disabilities). The strategy document emphasises we must use cars less, which will benefit those who most rely on them whilst helping to achieve our goals.

4. Update on Workplace Parking Licensing Members were updated on the Transport (Scotland) Act 2019 provisions at ESCR 4th February 2020. Workplace Parking Licensing (WPL) is one of the provisions under the legislation, and Members were informed that GCC intended to carry out an initial scoping/feasibility study on WPL in Glasgow. A scoping study and initial outline business case was carried out by Systra in 2020. This work concluded that:

- WPL is broadly feasible for Glasgow and fits within wider strategy and policy frameworks
- WPL could act as a demand management tool to influence modal shift to more sustainable ways of travel as well as generating revenue to invest solely in sustainable transport interventions in the Glasgow Transport Strategy.
- WPL and other revenue-generating initiatives such as Road User Charging would offer a stable and secure local funding stream that could underpin, supplement and lever more competitive funding sources, and be used to underwrite additional borrowings.
- The geographical scope of any WPL scheme will be the primary driver of revenue, with the key trade-offs to be considered including ambition, impacts and acceptability. Potential revenues surpluses may range from around £2.5-£6.0m/per annum for a city centre scheme to around £20-30m/per annum to city-wide scheme. Implementation and delivery costs are relatively low.
- Net equality impacts were assessed to be overall beneficial, though care needs to be taken to communicate this and ensure specific groups are not worse off.
- A clear communications strategy is needed to explain WPL, to explain operational aspects and exemptions, and benefits. It is also important to establish a clear package of interventions that would benefit from WPL in the short- to longer term early in the communications process.
- Delivery options include the scheme being run by Glasgow City Council (incorporating what was City Parking).
- The scheme could take at least 3 years to set up.

4.2 It should be noted that WPL also emerged as an option to explore through the Public Conversation feedback from stakeholders and the public in 2020. The Glasgow Chambers of Commerce expressed concerns in their submission to the Public Conversation and have again expressed concerns on WPL in their response to the Glasgow Transport Strategy Draft Policy Framework.

4.3 Consultation on draft regulations and guidance on Transport (Scotland) Act 2019 elements on WPL was carried out in summer 2021 by Transport Scotland

and Glasgow City Council submitted a response to these. It is understood that the regulations and guidance will be in place in early 2022.

4.4 In terms of next steps on WPL:

- WPL is included within the GTS Policy Framework and work will continue on exploring and developing full elements of a business case.
- A more up to date assessment of eligible parking spaces in the city centre and the city generally is required, particularly in relation to post-Covid19 impacts on travel. It is hoped this will be commissioned in early 2022 using external funding from Transport Scotland subject to procurement timescales and any Covid19 restrictions (the latter could skew results).
- Any significant updates on WPL will be brought back to Elected Members for discussion, with any proposed scheme to be presented to Elected Members for approval.

5. Update on Bus Governance Options Study

5.1 SPT and GCC co-commissioned a scoping study on bus governance options in the city and wider region related to the Transport (Scotland) Act 2019 as reported to ESCR in October 2021. This work was awarded to Systra and is now complete.

5.2 The research set a number of objectives for a 'world-class' bus system in Glasgow and the wider city region; looked at comparable cities worldwide and defines the 'gap' between these and the Strathclyde region bus system; set out actions to help close this gap; assessed each of the bus governance reform options under the Transport (Scotland) Act 2019 in addition to a voluntary partnership option; and set out a number of recommendations and next steps.

5.3 From looking at comparable cities elsewhere, the work defined a world class bus network for Glasgow and Strathclyde as one that will exhibit "faster bus journey times; fewer bus delays; a denser, more inclusive and safer bus network; cheaper, simpler and integrated bus fares; consistent, accessible and integrated journey information; and a greener bus fleet."

5.4 The work also suggested achieving this cannot be done by bus reform alone, but also requires significant additional funding and reform of existing funding streams, and this should be discussed with Transport Scotland.

5.5 Key findings from the work were:

- Glasgow's bus ridership has been found to be significantly lower when compared to best performing cities.
- Cities with a single, integrated multi-modal ticketing system with one body setting fares have fared much better in] almost all public transport performance parameters.
- In terms of average bus speeds, Glasgow did poorly against most comparator cities.
- As a consistent pattern, cities with a predominantly monopoly market/single operator transport network delivery model or one delivered through a franchised-style of model, in almost all instances out performed other cities in transport ridership numbers.

- The Covid19 pandemic has had a significant impact on bus operations in Glasgow and the wider Strathclyde area, with reduced patronage and farebox revenue, whilst grappling with general traffic levels that are returning to pre-pandemic levels.
 - To address the gap, the research suggests a £300m capital investment fund, an additional £22.7m per annum of revenue funding and retention of £21m of National Concessionary Travel Scheme reimbursement would be required to create conditions in which the region can achieve a world class bus network. This would include capital investment on elements such as more Park and Ride opportunities, better waiting and interchange environments, fully integrated information, zero emission buses; and revenue spend on reducing fares, integrated ticketing, marketing, innovation such as Mobility as a Service and demand-responsive services, and an uplift in bus service provision which would require revenue support.
- 5.6 The work suggested that voluntary partnerships can play a role where there are modest ambitions. In local authority areas where the Bus Partnership Fund will make significant improvements to bus journey times and bus delays, a Bus Service Improvement Partnership (BSIP) is recommended to formalise and “lock in” commitments to deliver the infrastructure and complementary improvements to bus operators' services, fares and vehicles. A BSIP should have a term of at least five years and outcomes would be monitored and evaluated.
- 5.7 In the longer term, a Bus Franchising Scheme has the potential to offer a 'single integrated decision maker' that can source funding and deliver a world class bus service. A Bus Franchising Scheme can integrate with wider investment in public transport corridors (e.g. Glasgow Metro). However this relies on untested legislation that will cost the local transport authority £4-15m to build a business case, take at least 7 years to implement and pose significant new risks to local transport authorities.
- 5.8 Where competition for bus service contracts is weak, local authorities should consider the formation of a municipally owned bus operator. In the longer term, a municipally owned bus operator could in theory deliver all buses in a local authority area or the region, offering integrating decision making with all profits invested back into services. This would most likely require local authorities to acquire the businesses of today's commercial operators.
- 5.9 Each of these options require significant amounts of investment, from c£1.5m to set up and then £100k annually to run a single authority BSIP – to c£4-15m to set up a bus franchising scheme, depending on the scope. Acquiring bus operators in the region to run municipally-owned bus services could cost c£200m. Each also carries varying degrees of risk.
- 5.10 It should be noted that formal regulations and guidance on the bus governance elements of the Transport (Scotland) Act 2019 have not yet been approved and published by Transport Scotland. Consultation on draft regulations and guidance was carried out in autumn 2021, and Glasgow City Council's response to those was presented at ESCR in October 2021.

- 5.11 This work has informed the Final Policy Framework by helping to reshape policy on bus governance options, add further definition as to what is expected from bus networks as well as validating several of the existing proposed policies within the Draft Policy Framework.

6. Update on Mobility as a Service

- 6.1 SPT and GCC co-commissioned a scoping study on Mobility as a Service options in the city and wider region in 2021. This work was awarded to Urban Foresight and is complete. Mobility as a Service gives users a single point of access for planning, booking and accessing all types of transport. This has the potential to make active and sustainable transport more convenient for users, increasing the use of lower-carbon transport and reducing private car use.
- 6.2 This work has informed the Final Policy Framework, in particular recommendations to pursue a Mobility as a Service readiness programme over the next 5 years to position the city and region's transport system for Mobility as a Service solutions. This would involve building operator capacity for MaaS, adapting existing projects such as the refresh of ZoneCard, and exploring new powers in the Transport Act 2019 on smart ticketing and bus regulation, which could place data-sharing on a clearer, statutory basis. The detail of these recommendations which apply to Glasgow City Council have been passed on to relevant teams internally, and include recommendations on data provision in contracts, data standards, contract lengths as well as elements of open data.
- 6.3 This work has informed the Final Policy Framework by helping to further define policy on Mobility as a Service as well as validating several of the existing proposed policies within the Draft Policy Framework.

7. Next steps

- 7.1 It is proposed to present the Glasgow Transport Strategy: Final Policy Framework to Council for approval and adoption in March 2022. Consultation reporting will also be published and shared with stakeholders and the public to ensure we are feeding back on how we took on board feedback on the Draft Policy Framework. Work is ongoing on a GTS: Spatial Delivery Framework which will also be presented to Elected Members in 2022 and consulted on alongside the accompanying Strategic Environmental Assessment Environmental Report and Equality Impact Assessment reporting. Finally, an Action Plan which sets out milestones and specific actions from across both Glasgow Transport Strategy workstreams will be available later in 2022 and can be presented to Elected Members if required. It is also proposed to submit an annual progress committee report to Elected Members on the Glasgow Transport Strategy and related workstreams, with a fuller review of progress to take place in 2025/26.

8. Covid-19 Ongoing Impacts

- 8.1 In developing all these plans, it is recognised that we will still need to continue to engage as they develop and also take account of the short to medium-term impacts on transport post Covid-19. The GTS work has considered alternative scenarios of travel demand in the future, and assessed the performance of policy and project interventions against these scenarios. It has also been

informed by an updated picture of travel demand using data supplied by University of Glasgow's Urban Big Data Centre based on anonymised location services data from mobile devices.

9. Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	Funded within existing budgets.
<i>Legal:</i>	None.
<i>Personnel:</i>	Internal and External Resources.
<i>Procurement:</i>	Works procured according to Standing Orders.

Council Strategic Plan: The projects supported by this funding in turn 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 Glasgow Transport Strategy strongly supports multiple Equality Outcome 2021-25 actions – these are clearly identified within the Policy Framework in Appendix 1.

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

Positive impact

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

The Glasgow Transport Strategy aims to directly and indirectly address socio-economic disadvantage through policies which support those who suffer differential impacts from transport – this is clearly documented in the transport strategy's Equality Impact Assessment screening published at www.glasgow.gov.uk/transportstrategy.

Climate Impacts:

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

The Glasgow Transport Strategy strongly supports multiple Climate Plan actions – these are clearly identified within the Policy Framework in Appendix 1.

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

Positive impact.

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

The Glasgow Transport Strategy will directly contribute through tackling and reducing transport emissions which account for around a third of carbon emissions.

Privacy and Data Protection Impacts:

Any consultation with external stakeholders and the public will be subject to GDPR provisions.

10. Recommendations

It is recommended that the Committee:

- (i) Notes the contents of this report.
- (ii) Notes the proposed Glasgow Transport Strategy: Final Policy Framework in Appendix 1 which will thereafter proceed to City Administration Committee in March 2022 for final approval, as well as the associated consultation report in Appendix 2.