



Glasgow City Centre Low Emission Zone and Associated Bus Issues - Update

Date of meeting 14 December 2018

Date of report 20 November 2018

Report by Senior Director

1. Object of report

The object of this report is to provide an update on the development of the Glasgow City Centre Low Emission Zone (LEZ) being introduced by Glasgow City Council (GCC).

2. Background

- 2.1 Members will recall details of GCC's plans to introduce an LEZ in Glasgow City Centre were reported to the Partnership¹ in May 2018. The primary aim of the LEZ is to address the air quality issues within the city centre which it is assessed contribute to the early deaths of 300 citizens of Glasgow every year. The initial target of the Glasgow LEZ is local service buses, with emissions from other vehicle types including trucks, vans and cars to be considered from 2022 onwards, pending legislative change. The LEZ will span the area between the M8 motorway, River Clyde and High Street as shown in Appendix 1.
- 2.2 To support the introduction and enforcement of the LEZ, a Traffic Regulation Condition (TRC) seeking to reduce emissions from local bus services operating in the City Centre was applied for by GCC in May 2018, with a proposed start date of 31 December 2018. The TRC sought to bring in five conditions, progressively regulating emissions to 2022, namely:
- Condition 1 - (Applicable from 31 December 2018) - 20% of trips undertaken by Euro 6* Buses (*or equivalent via retrofit);
 - Condition 2 - (Applicable from 31 December 2019) - 40% of trips undertaken by Euro 6* Buses (*or equivalent via retrofit);
 - Condition 3 - (Applicable from 31 December 2020) - 60% of trips undertaken by Euro 6* Buses (*or equivalent via retrofit);
 - Condition 4 - (Applicable from 31 December 2021) - 80% of trips undertaken by Euro 6* Buses (*or equivalent via retrofit); and
 - Condition 5 - (Applicable from 31 December 2022) - 100% of trips undertaken by Euro 6* Buses (*or equivalent via retrofit).

¹ http://www.spt.co.uk/documents/latest/sp180518_agenda7.pdf

3. Update

3.1 Traffic Regulation Condition

The Traffic Commissioner for Scotland has since approved Condition 1 of the proposed TRC thereby facilitating the start of the LEZ on 31 December 2018. The four remaining conditions have not as yet been formally approved.

3.2 LEZ Complementary Measures

As GCC has previously highlighted², in addition to any emissions restrictions introduced as a result of the TRC, essential to the success of an LEZ are complementary measures such as improving bus running speeds, bus priority and other traffic management measures within the city centre and on key radial bus corridors to the city. Therefore, GCC has committed to taking such measures forward, and recently launched a consultation on a Traffic Regulation Order (TRO) to implement bus gates in Renfield Street and Oswald Street, which members may recall were promoted by SPT and GCC some years ago as part of the Fastlink improvements in the vicinity of Union Street and Argyle Street. Additional bus priority measures such as these are likely to be required to support the bus journey time improvement targets which were set out in GCC's LEZ TRC application: City Centre – up to 50% improvement; Key Radial Bus Corridors – up to 20% improvement.

3.3 Glasgow Bus Partnership (GBP)

Current and future complementary measures are likely to be taken forward through the new Glasgow Bus Partnership covering the Glasgow City Council area, which was launched on 5 November 2018. SPT Chair and senior officers attended the GBP launch event, alongside bus industry representatives and GCC elected members and officials. Among the issues discussed at the launch was scope of the GBP, potential work programme, and bus priority/LEZ complementary measures.

SPT understands the GBP is being taken forward on a voluntary, non-statutory basis, in attempting to address the unprecedented decline in bus patronage in Glasgow over recent years. GCC has written to surrounding councils alerting them to the formation of the GBP and suggesting that they consider a similar approach for each of their respective areas.

3.4 Glasgow Streamline Statutory Quality Partnership

Further to the above, GCC has confirmed to SPT that they do not wish to continue with the current Glasgow Streamline Statutory Quality Partnership, the legally binding 6-year Partnership agreement encompassing bus emissions standards, operating standards, information and bus infrastructure provision which is scheduled to end on 31 March 2019. The Independent Chair of the SQP has subsequently been notified.

3.5 Transport (Scotland) Bill

It is understood that the new GBP will not utilise existing bus partnership legislation (Statutory Quality Partnerships) or the emerging 'Bus Service Improvement Partnership', 'Municipal Bus Company' or 'Franchise' provisions currently being considered by the Scottish Parliament as part of the forthcoming Transport (Scotland) Bill.

² Section 7.3 of Glasgow City Council report:

<http://www.glasgow.gov.uk/councillorsandcommittees/viewSelectedDocument.asp?c=P62AFQDN2U2UUTDN2U>

In terms of other vehicle types (including trucks, vans and cars) due to be addressed by the LEZ from 2022, members will recall SPT's response to the Transport (Scotland) Bill, which aims to provide authorities with powers to create, enforce, operate or revoke an LEZ including all such vehicle types. If approved, it is envisaged that such powers would be available for use from late 2019.

3.6 Bus Emissions Abatement Retrofit Programme (BEAR)

BEAR funding is available to licensed bus and coach operators, local authorities and community transport operators located in, or operating eligible vehicles based on routes within, one of Scotland's cities identified in the Scottish Government's Programme for Government 2017 LEZ commitment (Aberdeen, Dundee, Edinburgh and Glasgow), and/or one of Scotland's Air Quality Management Areas (AQMAs).

In 2017/18, the BEAR Phase 1 scheme awarded funding for 47 buses to be converted to Euro VI standard, 30 of which will operate in Glasgow. The BEAR Phase 2 scheme for 2018/19 was recently launched with a total budget of £7.89 million, subject to match funding from operators. The Energy Saving Trust charity administers the scheme on behalf of Transport Scotland.

The terms of the BEAR scheme are set out on the Energy Savings Trust website, details of which are attached at Appendix 2. SPT understands that due to the four main local bus operators in Glasgow (First Glasgow, McGill's, Stagecoach and Glasgow City Bus) being classified as 'large operators', the level of funding support available for exhaust retrofitting is limited to a 40% contribution, due to State Aid rules. The example set out in Appendix 2 suggests that such operators retrofitting one bus at a notional cost of £25,000, would receive a grant of £10,000 per bus (40%) with £15,000 left to be funded by the operator (60%).

In terms of the scale of the challenge facing the Glasgow LEZ, SPT understands there will be around 225 Euro 6 buses operating on local services in the LEZ area by December 2018. To meet proposed LEZ TRC conditions (i.e. 100% Euro 6 by 2022), an estimated 500 additional Euro 4 & 5 buses operating in Glasgow will require to be retrofitted. A further 425 Euro 3 (or poorer) buses, which are nearing end of life will require to be replaced. Therefore, significant investment from both government sources to support retrofitting, and local bus operators to accelerate bus fleet replacement will be essential if the above targets are to be met.

3.7 Bus Fleet Replacement/Electric Buses

Relatedly, First Glasgow recently announced an accelerated level of investment in new buses to support fleet replacement, which is to be welcomed. The first batch of new Euro 6 buses are being introduced on Service 75 operating between Milton and Castlemilk, via the City Centre LEZ. Details of the First Glasgow Press Release are provided in Appendix 3.

Additionally, SP Energy Networks recently awarded First Glasgow £1.5 million to support the purchase of two electric buses to be operated on the M3 Service and associated depot charging equipment to support 20 electric buses in total. The project, facilitated by SPT, will positively contribute to delivery of the LEZ objectives and paves the way for the largest deployment of Ultra Low Emission buses in Scotland. Details of the SPEN Press Release are provided in Appendix 4.

Finally, in respect of MyBus & Supported Services, SPT has written to and received assurances from our contractors that they will be compliant with the LEZ TRC as of 31 December 2018. Similarly, members will recall that SPT approved funding for a new

minibus to operate on Community Bus Services CB1 (City Centre to Townhead) & CB4 (City Centre to Townhead) operated by North Area Community Transport Association, ensuring these services are compliant with the LEZ TRC as of 31 December 2018.

3.8 LEZ Leadership Group/Glasgow LEZ Delivery Group

At the National level preparatory discussions on roll out of LEZ's continue through the 4 Cities LEZ Leadership Group (Glasgow, Edinburgh, Dundee and Aberdeen) facilitated by the Scottish Government. Locally, the Glasgow LEZ is being taken forward by the Glasgow Low Emission Zone Delivery Group, with representation from GCC, Transport Scotland, SPT, SEPA and NHS GGC.

4. Conclusions

- 4.1 Establishment of the Glasgow City Centre LEZ remains a significant step towards addressing the air quality issues which it is suggested contribute to the early deaths of 300 citizens of Glasgow every year. However, progress in taking forward LEZ conditions for buses through the TRC mechanism appears to be limited. Whilst the Traffic Commissioner has approved a TRC condition that from 31 December 2018 20% of trips must be undertaken by Euro 6* Buses (*or equivalent via retrofit), no further conditions have yet been granted in support of 100% Euro 6 compliance by the target 2022 date. It is understood that industry concerns around retrofit funding and delivery of associated bus priority measures may have informed this more limited TRC approach.
- 4.2 The Glasgow Bus Partnership has been launched by GCC and is being taken forward on a voluntary, non-statutory basis, to support delivery of the LEZ, take forward LEZ complementary measures and in attempting to address the unprecedented decline in bus patronage in Glasgow over recent years.
- 4.3 SPT has been invited to participate in the Glasgow Bus Partnership and await further details on the role, remit, responsibilities and funding basis of the GBP going forward, whilst initial scoping works continue. GCC has written to other neighbouring councils alerting them to the formation of the GBP and suggesting that they consider a similar approach for each of their respective areas.
- 4.4 Bus gates proposed for Renfield Street and Oswald Street as part of the City Centre elements of the Fastlink project, are subsequently being taken forward by GCC in furtherance of the aims of the LEZ & new Partnership and are to be welcomed. Additional measures, similar to this will be required to deliver improved bus running speeds & reliability, to align with accelerated operator fleet investment to meet the LEZ targets.
- 4.5 Whilst recent investment(s) in new Euro 6 (& Electric) buses serving Glasgow is most welcomed, the scale of bus retrofitting and accelerated bus fleet replacement challenge required to deliver 100% of trips undertaken by Euro 6 Buses by 2022 should not be underestimated, particularly as a further 900 buses remain to be either retrofitted or replaced over a relatively short period.
- 4.6 As a key member of the Glasgow City Centre LEZ Delivery Group, SPT has been in regular dialogue with all partners to identify and deal with any issues timeously and effectively, and will continue to take an active role in this to ensure a co-ordinated and integrated approach is taken to delivery of the LEZ over coming years. Officers will continue to keep the Partnership updated on progress.

5. Partnership action

The Partnership is recommended to note the contents of this report.

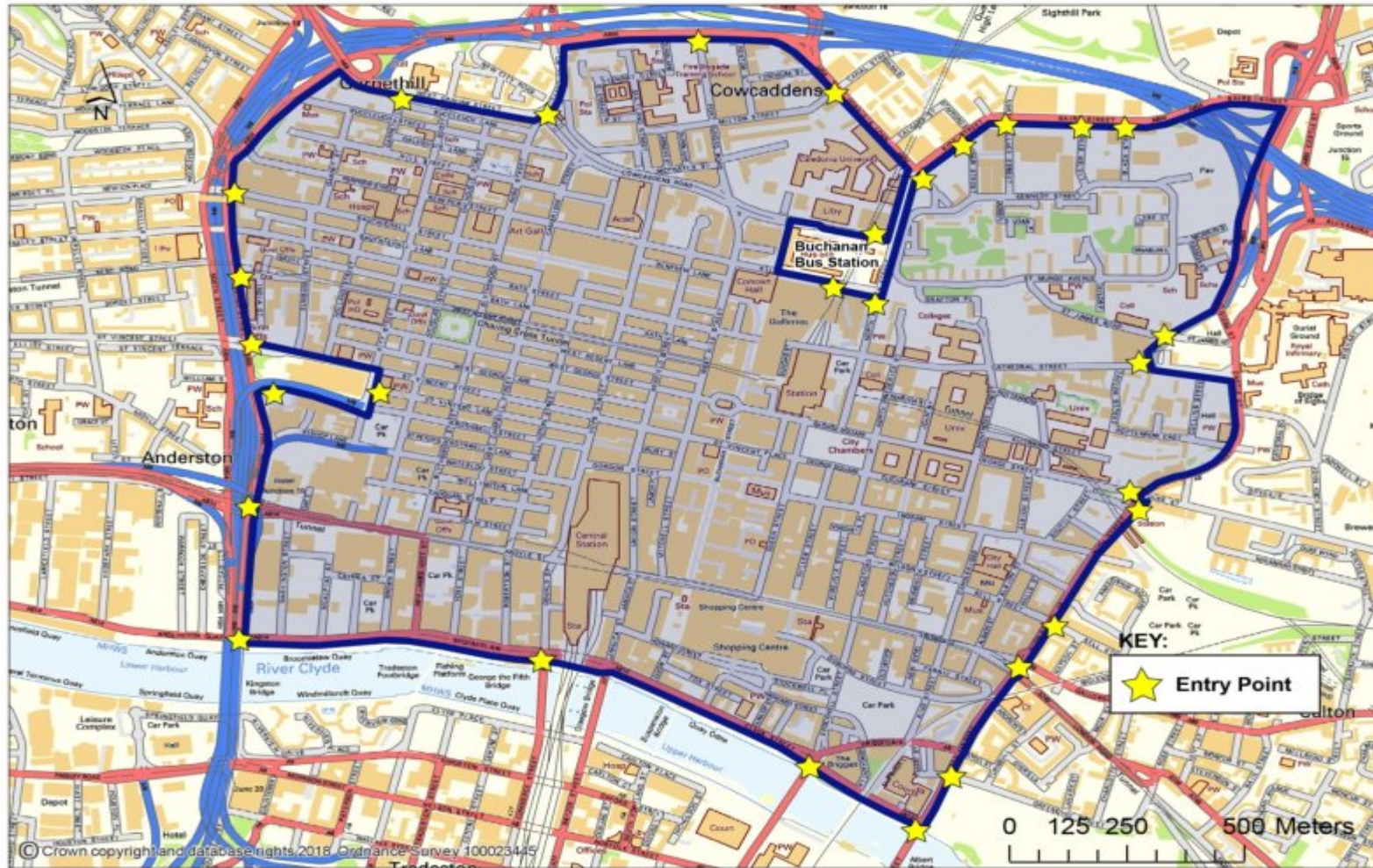
6. Consequences

Policy consequences	<i>In line with the RTS.</i>
Legal consequences	<i>None at present.</i>
Financial consequences	<i>Future contributions may be sought from SPT capital and/or revenue programme.</i>
Personnel consequences	<i>None at present.</i>
Equalities consequences	<i>None at present.</i>
Risk consequences	<i>None at present.</i>

Name Charles Hoskins
Title Senior Director

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For further information, please contact *Gordon Dickson, Bus Development Manager* on 0141 333 3407.



GLASGOW LEZ - PROPOSED ZONE

Appendix 2

- Example 2: Bus Company B is a large enterprise and has a fleet of 20 vehicles it wishes to retrofit and has received €142,000 in De-Minimis funding in the last three fiscal years. Bus Company B has a choice of two funding options:

Option 1 De-Minimis funding:	Bus Company B can apply for De-Minimis funding of up to €58,000 and can apply for funding to retrofit two of its 20 vehicles (2 x £25,000 = £50,000 or €56,000).
Option 2 GBER funding:	<p>Bus Company B can apply for GBER funding to retrofit 20 of its vehicles. GBER cover under Article 36 will allow Bus Company B to fund up to 60% (40% for a large enterprise) of the cost of retrofitting its 20 vehicles 20 x £25,000 = £500,000 x 40% = £200,000).</p> <p>Bus Company B has the option of also applying for a Commercial Loan funded by Transport Scotland and administered by EST for the remaining 60% (£300,000).</p>

<http://www.energysavingtrust.org.uk/scotland/businesses-organisations/transport/scottish-bus-emissions-abatement-retrofit-programme>

Appendix 3 – First Glasgow Press Release

First Glasgow launch fleet of eco-friendly buses ahead of low emissions zone

09 Oct 2018

Local bus operator First Glasgow went all out to launch their fleet of 75 new buses for the city of Glasgow, on 9 October, with the promise of more to follow.



The city's largest bus operator, unveiled the first of their new state-of-the-art vehicles in a unique yellow and purple livery and turned the first one off the production line it into the world's largest model bus display for all to see in George Square.

The 20-foot high structure certainly captured the imagination of the passing public at the iconic Glasgow location with a day of entertainment and laughs hosted by Capital Scotland and breakfast host Des Clarke with live music from Busker Tommy McGuire and Radiophonic Tuckshop frontman Joe Kane.

The first batch of new buses, which represents a £14 million investment in vehicles built by Falkirk-based Alexander Dennis Limited, will now go into service initially on the 75 route from Castlemilk to Milton from Wednesday (October 10th) with new buses to be launched onto other routes in the coming weeks and months. These 75 new low-emissions vehicles will enter into service in time for the new city-wide Low Emissions Zone coming into effect from December.

*The new Double Decker MMC 400 buses offer an improved customer experience with USB charging points, comfortable e-leather seating and free WIFI, but they also offer peace of mind because they are fitted with the latest Euro VI diesel particle filter and start/stop engine technology to offer a more eco-friendly journey.**

Of course, like all of the vehicles across the entire First Bus network, customers can now pay on bus, by contactless, mobile ticketing or smartcard payment types. The First Bus planner app also gives customers the opportunity to plan their journeys in advance for any bus or train service in the UK with real-time data, meaning it really has never been easier to use the bus.

New buses. New ways to pay. New ways to travel and save. A new experience.

First Glasgow are now pledging to continue to improve their offerings throughout their Glasgow network and are keen to work in close partnership with Glasgow City Council to deliver a better bus service for the city.

First Glasgow Managing Director Andrew Jarvis said: "These new buses represent a significant investment for the city of Glasgow towards bus service improvements. We are

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delighted to launch these new buses into service from tomorrow (October 10th) on our 75 service from Castlemilk to Milton with other routes to follow.

“These new buses are just the start of wide-scale improvements we are making throughout the business to improve our services and provide a better standard for everyone in the city. I am proud to share these today with the people of Glasgow and hopefully even more people will now sample our new buses then see it as a real viable alternative to using the car.

“We are happy to say that this new investment means we will be fully compliant with phase one of the Glasgow Low Emissions Zone (LEZ) Traffic Regulation Condition. We now look forward to working in close partnership with Glasgow City Council to not only deliver the next phase of the process, but also to improve bus services and help make public transport more attractive to more people in Glasgow.”

Councillor Anna Richardson, City Convenor for Sustainability and Carbon Reduction said: “Delivering cleaner air is a priority for our city and I’m delighted that Glasgow will have in place Scotland’s first Low Emission Zone by the end of the year.

“Glasgow’s LEZ will reduce harmful vehicle emissions and make our vibrant city centre a safer and more pleasant place to be.

“The bus industry has worked closely with the council to ensure delivery of the first phase of the LEZ and I was delighted to hear of the investment First Glasgow has made to its fleet in advance of its implementation.

“Partnership working is key and we’ll continue to work together to improve services which are vital to the lives of Glaswegians.”

“Whilst the first phase of Glasgow’s LEZ applies to local service buses only, we’re committed to improving air quality and by the end of 2022, the strict exhaust emission standards required to enter Glasgow’s LEZ will apply to all vehicles.”

Cabinet Secretary for Transport, Infrastructure and Connectivity Michael Matheson said:

“Bus services play an important part in our transport system and the Scottish Government is working in partnership with operators to improve the environment and air quality in our towns and cities with greener fleets. It is very encouraging to see the introduction of these new buses in Glasgow.

“We are providing support for operators, including First Glasgow, to push beyond normal diesel to greener technologies through the Green Bus Fund and Bus Services Operators Grant, ensuring that buses continue to keep Scotland moving while addressing air quality issues and climate change.”

Ends

<https://www.firstgroupplc.com/news-and-media/latest-news/2018/09-10-18b.aspx>

Appendix 4 – SPEN Press Release

SPEN Awards Multi-million pound funding to projects accelerating Scotland's green economy

Frank Mitchell, Chief Executive of SP Energy Networks, said: “There are many projects, large and small, which are carrying out innovative and inspiring work to expand Scotland’s green economy and accelerate local economic growth. The Green Economy Fund can provide them with the financial boost required to make great ideas a reality.



“The Scottish Government has an ambitious plan to reduce carbon emissions and to grow Scotland’s use of electric vehicles and SP Energy Networks is ready to help deliver that plan. We want to promote the uptake of electric vehicles and the development of the infrastructure required; we want to help with the provision of affordable low carbon heating to address fuel poverty and we want to encourage low carbon job creation.

“But the Green Economy Fund isn’t just about individual green projects; it is about creating and accelerating a green economy for Scotland – to deliver a better future, quicker. The projects that have been helped with this first round of SP Energy Networks’ funding will help to do that; to make Scotland a cleaner, greener place for generations to come.”

Welcoming the project funding, Scottish Government Minister for Trade, Investment and Innovation, Ivan McKee, said: “Innovation is key in supporting the decarbonisation of heat and transport – and delivering our vision of a whole energy system that works for everyone.

“Securing funding is a crucial first step for many projects, and initiatives such as the Green Economy Fund play a vital role in supporting investment in low carbon technologies. I am particularly pleased to see that the fund will target communities and social groups which may not have had the opportunity to fully engage in the transition to a low carbon economy but that deserve equal access to the benefits it can bring.”

Andrew Jarvis, Managing Director of First Glasgow said: “We are delighted to be working in close partnership with SP Energy Networks to access their Green Economy Fund. The award will allow for the purchase and operation of our first electric vehicles in Glasgow whilst also future proofing our depot for more widespread electric bus operation. I am really looking forward to getting these new vehicles in to service on route M3 and receiving feedback from our customers, our driving team and our engineering colleagues.”

- £1.5million has been awarded to establish Glasgow’s first permanent electric bus routes, the M3 First Glasgow service. With support from SPT, two electric buses manufactured by Alexander Dennis will operate between Milton and Glasgow city centre serving over 200,000 passengers annually.

Ends

https://www.spenergynetworks.co.uk/news/pages/green_economy_fund_launch.aspx