



### Glasgow Connectivity Commission – Phase 2 Recommendations

**Committee** Strategy and Programmes

**Date of meeting** 10 May 2019

**Date of report** 29 April 2019

#### Report by Senior Director

#### 1. Object of report

- 1.1 To update the Committee on the recommendations from the Glasgow Connectivity Commission's Phase 2 report.

#### 2. Background

- 2.1 Further to earlier reports<sup>1</sup>, members will recall that the Glasgow Connectivity Commission was established by the leader of Glasgow City Council to “*generate bold, fresh ideas to transform Scotland's biggest city; making it a more liveable and breathable place which is even more attractive to visitors, businesses and citizens.*” The Commission's Phase 1 report, published in November 2018, focused on the ‘city’ and issues which the Commission said fell within the jurisdiction of Glasgow City Council, and SPT gave evidence to the Commission during this phase of its work. The Phase 1 report included recommendations in relation to adopting a transport hierarchy for the city, bus partnerships, arresting decline in bus patronage, repurposing the road network, and active travel.

#### 3. Outline of proposals

- 3.1 The Commission's Phase 1 report noted that Phase 2 of their work would “*consider policies which are crucial to connectivity within the city, but are primarily the responsibility of agencies operating at the regional and national levels, including the city region Cabinet, Strathclyde Partnership for Transport, and Transport Scotland.*” It was also the Commission's intention that Phase 2 would address improvements to the road and rail network across the travel to work area and that it would “*comment on the current transport governance structure and whether its level of subsidiarity is fit for purpose.*” The Commission's Phase 2 report was launched on 29 April 2019 at an event in Glasgow City Chambers.

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<sup>1</sup> [http://www.spt.co.uk/documents/latest/SPTP141218\\_Agenda9.pdf](http://www.spt.co.uk/documents/latest/SPTP141218_Agenda9.pdf)

3.2 The Commission's Phase 2 report<sup>2</sup> makes the following five main recommendations:

1. *“Scottish Ministers to enact primary legislation for:*

*Creation of a Glasgow City Region Development Agency to plan and co-ordinate transport infrastructure at the city region level. This would:*

- *Expand the role of the City Region Cabinet*
- *Take on the powers of Strathclyde Partnership for Transport and Clydeplan*
- *Have precept powers of funding*
- *Acquire the necessary powers to assemble and develop land to benefit from the uplift in land values from transport projects*
- *Develop a single, holistic development plan for the city region focussed on its transport system*

2. *Transport Scotland to take lead responsibility for the development of the Glasgow Metro, Glasgow Central HS2 terminus and Queen Street/Central Station tunnel. This would include:*

- *Creating a rail link between Paisley Gilmour Street and Glasgow Airport using the currently identified City Deal funding by 2025*
- *Utilising technology that would enable this to be extended to become the first leg of the Glasgow Metro, serving the South Clyde Growth Corridor*

3. *Scottish and UK Governments to consider how to change the way we pay for road use to accommodate the shift towards electric and autonomous vehicles. This should consider:*

- *How national, regional and road charging models could operate*
- *A national conversation to build and identify public support for changes to the charging model*
- *The regulatory, fiscal and legislative changes that may be required*

4. *Transport Scotland should consider options for bus priority measures on Glasgow's motorway network*

5. *The Scottish government and regional authorities should identify a funding package over 20 years to pay for the interventions recommended in this report. This should include:*

- *An equitable split between Scottish Government, UK Government (through Barnett consequential of HS2 spend) and regional authorities*
- *Collaboration with the regional authorities to identify funding through land value capture and, where necessary, alternative sources of funding.”*

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<sup>2</sup> Connectivity Commission Report (includes Phases 1 and 2) - <https://glasgow.gov.uk/CHttpHandler.ashx?id=45064&p=0>

## 4. Conclusions

4.1 The scale, ambition and scope of the Phase 2 report provides a positive boost to the case for investment in the west of Scotland. As the Commission point out, many of their proposals are based on evidence given by a number of organisations including SPT during the Commission's Phase 1 or on previous exploratory work. It is worth however highlighting to members the significant scale and professional expertise that has been applied by SPT in this field including:

- SPT-Clydeplan concordat, which demonstrates Clydeplan and SPT combined strengths and close collaboration in co-ordinating land use and transport planning at a strategic level, noted as essential by the Commission (copy of concordat attached at Appendix 1);
- The Regional Transport Strategy, which is the statutory strategic transport plan for the west of Scotland;
- West of Scotland Conurbation Public Transport Study (WSCPTS)<sup>3</sup>, which examined a comprehensive set of proposals including Light Rapid Transport (metro) corridors, bus rapid transit, bus quality corridors, integrated ticketing, low emission zones and "transit malls" – now referred to as a "smart grid" in the Commission's Phase 1 city centre proposals (copy of WSCPTS recommended public transport network attached at Appendix 2);
- Fixed links to Glasgow Airport – including the assessment of a multitude of options to connect the airport, which at the time culminated in a proposed heavy rail link direct to the city centre;
- Strathclyde Tram proposals – which set out a comprehensive set of proposals for a tram network across the Strathclyde area;
- Cross-city rail links which included consideration of a tunnel between Central and Queen Street Stations and what then eventually became known as Glasgow Crossrail;
- Fastlink which was planned as a precursor to full Light Rapid Transit in the corridor as now suggested by the Commission; and,
- The comprehensive Subway Modernisation programme, which is underway.

4.2 On the latter point, members will be aware the Subway Modernisation programme represents a modernisation of the entire Subway system and the introduction of driverless technology (as suggested in the Commission's report for elements of the Glasgow metro). The programme is being delivered by SPT and supply chain partners and includes close cooperation and knowledge sharing with metro systems elsewhere in Europe and beyond. SPT's research, operational and delivery experience will be essential in considering any future, wider metro system for the conurbation, and this experience comes from many years of operating, maintaining and delivering excellent service to Subway customers every day as well as the considerable resource and organisational intelligence deployed in delivering the complex modernisation programme.

4.3 It is worth highlighting that some of the projects noted in section 4.1 did not proceed to delivery due to budgetary constraints and government choices at the time, not the overall viability.

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<sup>3</sup> [http://www.spt.co.uk/documents/rtp120609\\_agenda4.pdf](http://www.spt.co.uk/documents/rtp120609_agenda4.pdf)

- 4.4 Further, all of the schemes noted above (plus many others, including the Glasgow and Clyde Valley City Region City Deal) were assessed using SPT's Strategic Regional Transport Model (SRTM) and/or its related Strathclyde Integrated Transport and Land Use Model (SITLUM), or previous iterations of these. SPT's modelling capabilities were developed in partnership with both Clydeplan and Transport Scotland over many years.
- 4.5 The Commission's work will also provide a useful reference for the developing Regional Transport Strategy. Again, there is resonance between the Commission's recommendations and the approach SPT has taken in setting the governance for the RTS; for example, the RTS Board, Strategic Advisory Group, and SPT-Glasgow City Region RTS working group, members of which include representatives from a range of organisations (including councils), modes, and areas of responsibility.
- 4.6 There are significant implications for SPT, constituent councils and partners in any enactment of some of the Commission's recommendations, specifically in regard to Recommendation 2 in section 3.2 above. The full extent of these impacts obviously remains to be seen, but SPT will continue to work with councils and others to evolve in response to the ever-changing demands of a modern, developing economy in our Travel-to-Work area (on which the SPT area and boundary is based).
- 4.7 In terms of next steps for the Connectivity Commission report, while these have not been confirmed yet, it is anticipated that Glasgow City Council, as the organisation that established the Commission, will consider how to respond to the recommendations, consult with partners and stakeholders, seek necessary approvals, and advise of their preferred way forward.
- 4.8 Officers will continue to review the report and discuss the recommendations with constituent councils, city region partners including Clydeplan and the Glasgow City Region / City Deal, Transport Scotland and others. Indeed, early discussions have highlighted the opportunity to have a more detailed review of the Commission's work through SPT / Glasgow City Region/Deal / Growth Deals / Transport Scotland / Clydeplan forums established for the RTS / Strategic Transport Projects Review.
- 4.9 In particular, SPT will undertake a careful examination of the potential impact of the proposals on the integration with the wider network, most notably the bus network as many of the suggested metro corridors overlay on heavily busseled corridors. The research and evidence from similar proposals that have been planned and delivered in other conurbations have shown this must be very carefully considered as the unintended consequences could have a significant ripple effect across the whole industry and potential serious consequences on what is already a fragile situation.
- 4.10 Given the potential significance of the recommendations, officers will endeavour to keep members apprised of future developments as they develop.

## **5. Committee action**

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

## 6. Consequences

Policy consequences	<i>None at present, but the Commission's reports will prove a useful input to the RTS.</i>
Legal consequences	<i>None at present, but transfer of SPT's powers could require due legal process.</i>
Financial consequences	<i>None at present.</i>
Personnel consequences	<i>None at present, but future changes could impact on the staff of SPT.</i>
Equalities consequences	<i>None at present, but any future changes arising from enacting the Commission's recommendations will need closely monitored and mitigated in relation to equality groups.</i>
Risk consequences	<i>None at present, but the Commission's recommendations, if enacted, could lead to changes in the role, form and structure of SPT.</i>

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**Concordat  
between  
Strathclyde Partnership for Transport (SPT)  
and  
Clydeplan**

**November 2016**

## **About SPT**

Strathclyde Partnership for Transport (SPT) is the Regional Transport Partnership for the west of Scotland, covering 11 full council areas and part of one other. SPT has a range of planning, operational and project delivery roles and responsibilities, including the statutory Regional Transport Strategy.

“A Catalyst for Change”, the Regional Transport Strategy for the west of Scotland 2008-2021 (RTS) was approved by Scottish Ministers in 2008. The RTS sets out the vision, objectives and outcomes for the transport system of the west of Scotland. SPT is currently reviewing the RTS and will begin the development of the second RTS in 2017.

Further information on SPT and the RTS is available at [www.spt.co.uk](http://www.spt.co.uk).

## **About Clydeplan**

Clydeplan is the Strategic Development Planning Authority for the Glasgow and Clyde Valley area covering 8 full council areas. Clydeplan is responsible for preparing the statutory Strategic Development Plan (SDP) which sets the strategic development planning context for the city region.

The second Proposed Glasgow and the Clyde Valley SDP was submitted to Scottish Ministers for approval in May 2016, with adoption expected in spring 2017. The Proposed SDP sets out a Vision and Sustainable Development Strategy for its region.

Further information on Clydeplan and the Proposed SDP is available from [www.clydeplan-sdpa.gov.uk](http://www.clydeplan-sdpa.gov.uk).

## Introduction

This concordat demonstrates the commitment between SPT and Clydeplan to work together in support of further integrating transport and land-use planning and delivery in the Glasgow and Clyde Valley city region.

## Context

SPT and Clydeplan believe that integrated land-use and transport planning and provision plays a vital and essential role in creating a successful, accessible and sustainable city region.

An integrated approach to land-use and transport planning and provision can make a positive contribution to many national, regional and local priorities, including sustainable economic growth, placemaking and regeneration.

This approach will ensure that the transport network (including active travel networks) supports the city region's economy, providing access to residential, employment, education and healthcare facilities as well as reducing inequalities, promoting social inclusion, reducing harmful emissions and delivering improved health benefits.

This approach also supports land use decisions which support a '*compact city*' model, being the basis of the SDPs Vision and Spatial Development Strategy as this will

- limit dependency on motorised transport;
- encourage increased levels of active travel;
- encourage increased levels public transport patronage; and,
- maximise the use of existing transport networks.

Effective leadership is also required at all levels of policy and decision making to ensure that development and transport investment is well planned and integrated in support of the outcomes of the above approach.



SPT and Clydeplan are committed to the following

- a shared vision for integrating land-use and transport planning and provision;
- areas of joint working; and,
- principles of engagement.

### Shared Vision for Integrated Land-Use and Transport Planning and Provision

***“Through strengthened joint working and engagement, SPT and Clydeplan, in partnership with others, will seek to ensure a robust basis for integrated land-use and transport planning and provision in the region, ensuring Glasgow and the Clyde Valley fulfils its potential as Scotland’s foremost city region.”***

### Areas of Joint Working

SPT and Clydeplan are committed to the following Areas of Joint Working in seeking to deliver the Shared Vision:

1. Regular dialogue to understand each other’s policy, planning, strategy, and delivery perspectives
2. Working closely and collaboratively on policy, planning, strategy research, analysis issues which are of strategic importance to both
3. An open exchange of information during joint working, respecting any confidentiality required by either party
4. Developing a set of desired outcomes from the planning process as it relates to integrated land-use and transport planning and provision for the city region
5. Building on current and previous studies, plans and strategies to identify future land-use and transport integration solutions for the city region, in partnership with Transport Scotland and the Glasgow City Region City Deal team, and others as required.
6. identifying policies, actions and interventions which are based on a joint understanding of the development requirements of the city region which support the vision of the SDP and RTS and emerging Strathclyde Bus Alliance.
7. Undertaking mutually beneficial joint transport and land-use modelling, research and analysis, and transport network modelling which will inform future planning and policy decision in the city region.
8. Where appropriate and agreed, jointly lobby external organisations on matters of mutual interest in respect of planning, transport and related legislative and governance arrangements at the regional scale.

## Principles of Engagement

In support of the Shared Vision and Areas of Joint Working SPT and Clydeplan will commit to:

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| 1. SPT Head of Policy and Planning and Clydeplan Manager to meet every month, with a wider meeting of officers from each organisation at least four times per annum |
| 2. Clydeplan will be a member of the external advisory group for the RTS review and the development of RTS2   |
| 3. SPT will be a member of the external advisory group for development of future SDP's.   |
| 4. Communications will be undertaken in an open and transparent manner, with mutual professional respect  |

APPENDIX 2: SPT West of Scotland Conurbation Public Transport Study 2009 - Recommended Proposed Public Transport Network

