

Transport for Strathclyde Discussion Paper – Proposed Next Steps

Date of meeting 20 August 2021

Date of report 12 August 2021

Report by Chief Executive

1. Object of report

To recommend approval of next steps in relation to the proposals from the Transport for Strathclyde discussion paper¹ prepared by the Chair and Vice Chairs of SPT, and published in March 2021 (enclosed as Appendix 2).

2. Background

- 2.1 Prior to the Covid-19 pandemic, the transport system of the west of Scotland already faced a range of significant challenges, including falling bus patronage, traffic congestion, harmful emissions, lack of integration between services, modes, and ticketing, accessibility issues, plus many others. Coupled with these challenges was pressure on the transport system to deliver towards wider aspirations and targets in relation to factors such as reducing environmental impacts, narrowing inequalities, and stimulating sustainable economic growth. As members are aware, SPT was undertaking various initiatives at that time in seeking to address the above, including key infrastructure projects as Subway Modernisation, and in collaboration with key stakeholders developing a new Regional Transport Strategy (RTS) for the west of Scotland which would seek to address these complex issues.
- 2.2 The impact of the Covid-19 pandemic has, in many ways, only served to exacerbate the issues facing transport in our region prior to its onset, and accelerated the need for transport to deliver towards wider national, regional and local goals. Crucially however, the significant impact of the pandemic has also provided an opportunity to take stock and review our overall approach to transport, and potentially build on any positives arising from it, such as the growth in walking and cycling.

It was within this context that the Chair and Vice Chairs of SPT discussed with the Partnership and received their support in December 2020 to prepare a discussion paper:

“to stimulate engagement with the forthcoming Regional Transport Strategy (RTS) consultation in early 2021, and encourage positive debate about the policy options and strategic opportunities which could help deliver transformational change towards an available, accessible, affordable, ecologically and economically sustainable, efficient, integrated, and safe transport network for the people and communities of the west of Scotland to enjoy”².

¹ http://www.spt.co.uk/corporate/documents/Transport-for-Strathclyde_A-New-Public-Transport-Network_spreads.pdf

² http://www.spt.co.uk/documents/latest/p111220_Agenda5.pdf

- 2.3 Following a pre-publication session to consult all Partnership members, the final Transport for Strathclyde (TfS) report was published in March 2021 in advance of the start of the consultation on the RTS Case for Change and the Scottish Parliamentary elections. The TfS report sets out a range of proposals which the Chair and Vice Chairs believe would transform the future public transport system of our region.
- 2.4 Members have previously requested the opportunity to explore how different matters raised might be taken forward. The Chair of the Partnership committed to members that this would be facilitated at a Partnership meeting once the Chair and Vice Chairs had given key stakeholders (e.g. Council Leaders, MSPs, transport operators and political party transport representatives) both time and opportunity to raise questions or feedback on the content of the document. This Partnership meeting delivers on that commitment.

3. Context and alignment with existing work

- 3.1 The RTS is the primary statutory mechanism for development and formal approval of wide-reaching long-term regional transport policy, interventions and future projects and interventions for the west of Scotland. A new RTS, is currently in the second of three phases of development and on track for submission to Scottish Ministers in the first half of 2022. As members are however also aware, there are various other initiatives approved or underway at local, regional and national levels which will influence the future transport system of our region including:
- The National Transport Strategy and associated workstreams or documents;
 - The Strategic Transport Projects Review (STPR2);
 - Bus Partnership Fund bids or projects, and any voluntary Bus Partnerships in existence (e.g. Glasgow Bus Partnership) or in development;
 - The Regional Spatial Strategy, being prepared by Clydeplan;
 - The Scottish Government/COSLA Local Governance Review;
 - Local Transport Strategies in preparation by constituent councils; and
 - The Glasgow Metro Feasibility Study.
- 3.2 Given all of the above, an exercise has been conducted to consider the alignment of the issues raised in the TfS document with the current work streams delivering and supporting the new RTS. The table at Appendix 1 endeavours to show where there is alignment at this stage.
- 3.3 The RTS Case for Change is currently being consulted on, and it is anticipated that each of the RTS options will require further work and development. The alignment exercise conducted will allow the respective issues raised by the TfS document to be included in the future work plans as these are developed, and members are recommended that this is an appropriate approach to incorporating the key issues of the TfS document into the approved RTS.

4. Conclusion

- 4.1 Despite the positivity created by society's further release from pandemic imposed restrictions, the future for transport in Strathclyde remains very uncertain. Patronage on public transport remains low in comparison with pre-Covid levels, private car use is on the rise, and the longer-term implications of wider changes such as a growth in working from home on the sustainability of our current public transport network remains to be seen.

- 4.2 How transport adapts 'post pandemic', and other strategic drivers for change (e.g. climate change targets) remain a significant challenge for policy-makers. The fact that we are in the process of developing a new RTS is fortunate, coming as it does at this pivotal time, providing a forum for debate, discussion and agreement about how the west of Scotland changes and adapts to a new future. The TfS paper prepared by the Chair and Vice Chairs of SPT has stimulated discussion and debate in that regard, and it is appropriate that these matters are considered as part of the RTS.
- 4.3 The alignments identified in the table at Appendix 1 allow for the proposals in the TfS paper to be considered more formally as the strategy and policy is further developed. Whether a proposal is being taken forward under the auspices of the RTS or another initiative, officers will continue to monitor progress and continue to keep the Partnership and Committees updated on the various workstreams identified.

5. Partnership action

The Partnership is recommended to:

- Consider the content of this report;
- Note the alignment between RTS and TfS proposals identified to date in Appendix 1;
- Agree that the TfS proposals will be explored through appropriate future RTS workstreams; and
- Note that reports on progress relating to the RTS will be presented to future Partnership meetings.

6. Consequences

Policy consequences	<i>TfS proposal analysis and development will be progressed through workstreams principally aligned to RTS.</i>
Legal consequences	<i>None at present – workstreams may include preliminary work on promotion of legislation.</i>
Financial consequences	<i>None at present – workstreams may require allocation of additional resource.</i>
Personnel consequences	<i>None at present.</i>
Equalities consequences	<i>Equalities impacts will need to be taken into account in line with due process as the workstreams identified in the table at Appendix 1 are taken forward.</i>
Risk consequences	<i>None at present.</i>

Name Valerie Davidson
Title Assistant Chief Executive

Name Gordon MacLennan
Title Chief Executive

Appendix 1

Transport for Strathclyde (TfS) Discussion Paper – Proposed Next Steps

Note: The RTS Option Categories and Options referred to in this table can be found in the RTS Case for Change report, pages 65 – 79, <http://www.spt.co.uk/vision/spt-regional-transport-strategy-case-for-change-report-for-consideration-april-2021.pdf>

<i>TfS Proposal</i>	<i>Proposed Next Steps and Actions</i>
<p>The “Ten Tests” to achieve transformative change:</p> <p>“We propose a transformed Transport for Strathclyde public transport network, which is centred around enabling our residents to live fulfilled lives and meets the following ten requirements:</p> <ul style="list-style-type: none"> • Available • Accessible • Affordable • Ecologically Sustainable • Economically Sustainable • Integrated • Efficient • Reliable • Safe • Enjoyable” 	<p>The “Ten Tests” fit with the RTS Strategic Framework – Vision, Objectives, Priorities and Targets – which, in turn, have been developed in alignment with the National Transport Strategy, Strategic Transport Projects Review, Local Transport Strategies in development, and other relevant policies/strategies.</p>
<p>“Five Visions” to transform transport for Strathclyde:</p> <p>Vision 1: “One Network – available to all”</p> <ul style="list-style-type: none"> • “One Strathclyde Network: an integrated multi-modal public transport network coordinated by a transport authority, Transport for Strathclyde, built on the foundations provided by SPT, with legal powers to direct and provide public transport services. 	<p>Governance issues covered by RTS Option Categories “Governance” and “Accessibility” (including RTS Options 8, 9, and 56); RTS workstream on “Roles, Responsibilities and Funding” covered in section 12 of RTS Case for Change; Scottish Government/COSLA Local Governance Review; NTS Governance workstream (building on previous NTS Roles and Responsibilities work); NTS Working</p>

<ul style="list-style-type: none"> • Strathclyde Buses: the creation of a new single Transport for Strathclyde service brand connecting to ferry, rail, subway and active travel hubs. • Public Transport Guarantee: recognising that access to the public transport network is as vital as any utility, new standards would be developed around access to the network.” 	<p>With Partners report in development; and governance/operational model elements of Glasgow Metro Feasibility Study.</p> <p>Specifically in relation to RTS Option 56 -“Governance” – a review of the applicability of the bus provisions of the Transport (Scotland) 2019 Act is underway, due to complete in late 2021.</p> <p>However, opportunity for Partnership to shape future governance by identifying models, roles and responsibilities – what works best for the people and communities of the west of Scotland.</p> <p>SPT will continue to collaborate with Transport Scotland and other stakeholders to identify any preferred option for governance and delivery for transport in west of Scotland in line with the developing RTS.</p> <p>Branding covered by RTS Option Category “Public Transport” (including RTS Option 88).</p> <p>Standards covered by RTS Option Categories “Public Transport” and “Accessibility” (including RTS Options 8, 83 and 84).</p>
<p>“Five Visions” to transform transport for Strathclyde:</p> <p>Vision 2: “Smart Network – dynamically shaped by public need”</p> <ul style="list-style-type: none"> • “A Smart Travel Pass: an app or card for every citizen (supplemented by alternatives such as traditional phone call-centres for those not digitally connected) this would use a Smart Public Transport Digital Platform run for or by the transport authority to help your journey planning and travel. • Smart Passenger-responsive journeys: with a personalised 	<p>Smart/digital ticketing covered by RTS Option Categories “Shared Mobility” and “Ticketing and Fares” (including RTS Options 106, 118).</p> <p>Journey planning covered by RTS Option Categories “Behaviour</p>

<p>'journey plan' on your Smart Travel Pass app, you'll know when the bus is coming and when you need to leave – and the bus driver will know if you need some help. Knowing your needs in advance, means the network could make sure there is a connection to get you home from your new job or get you and your friends or family back from a trip out together.</p> <ul style="list-style-type: none"> • Smart Real Time Network management: with better understanding of live travel needs a 'Smart Network' could adjust traffic lights and traffic management, speeding up public transport or shared transport vehicles with the most people on them and better predict when you should get to your destination." 	<p>Change", "Shared Mobility" and "Demand Responsive Transport" (including RTS Options 28, 29, 51, 108).</p> <p>As part of RTS development, a more detailed study into Mobility as a Service in the west of Scotland is underway and due to report later in 2021.</p> <p>Network management covered by RTS Option Categories "Bus" and "Demand Management" (including RTS Options 32, 49, 50) .</p>
<p>"Five Visions" to transform transport for Strathclyde:</p> <p>Vision 3: "Green Network – moving to Net Zero"</p> <ul style="list-style-type: none"> • "A Personal Carbon Emissions Statement to inform you, help you make personal choices and let you take action to reduce how your transport choices impact the environment. • A Transport Emissions Map producing a strategic overview of where our transport emissions are arising to support project development to move to Net Zero. • A Net Zero Transport Delivery Plan, flowing from the new Regional Transport Strategy, providing accurate information to help design incentives to switch to lower carbon transport choices." 	<p>Behaviour change initiatives covered by RTS Option Category "Behaviour Change" plus work by external partners.</p> <p>Planning for net-zero covered by RTS Option Categories "Integration of Transport and Land-use" and "Decarbonisation and Emissions".</p> <p>Subject to approval, the Delivery Plan which will follow the new RTS will be focused on helping to deliver "net zero".</p> <p>As part of RTS development, a more detailed study into decarbonisation in the west of Scotland is planned to be commissioned.</p>
<p>"Five Visions" to transform transport for Strathclyde:</p>	

<p>Vision 4: “Affordable Network– fair fares for all”</p> <ul style="list-style-type: none"> • “Fairer fares: a clear fare arrangement which fits the needs of the region, reducing journey costs for the travelling public at a price which is affordable to the public purse and aligns with policy goals. • Better concessionary travel: bringing improved coordination to concessionary travel schemes in the region recognising the needs of different groups and providing reduced or fare-free travel for eligible travellers. • Smart payment and pricing: use of the Smart Travel Pass would permit measures such as fare capping or pre-arranged ‘travel-to-work’ journey tariffs.” 	<p>Affordability of transport covered by RTS Option Category “Ticketing and Fares” (including RTS Option 110).</p> <p>As part of RTS development, a more detailed study into the affordability of public transport in the west of Scotland is planned to be commissioned.</p> <p>Concessionary travel covered by RTS Option Category “Ticketing and Fares” (including RTS Option 111).</p> <p>Payment and pricing covered by RTS Option Category “Ticketing and Fares” (including RTS Option 118).</p>
<p>“Five Visions” to transform transport for Strathclyde:</p> <p>Vision 5: “Network for the Future – incorporating emerging technology”</p> <p>“Innovation and pilot schemes: we want Strathclyde to be the region where passengers get a front seat to experience future transport innovations.</p> <p>Autonomous public transport: though the human touch will always have its place, the transport network of the future will be more autonomous – we need to harness that for the benefit of passengers.</p> <p>A Future Transport Technology Advisory Board with a remit to keep a watching brief on transport technology development and stimulate ideas and projects in the region.”</p>	<p>The Delivery Plan which will be developed from the new RTS will, it is anticipated, include pilot schemes and innovative projects. There is also significant work being undertaken externally across the public and private sector in this area, particularly in the private sector for autonomous public transport. A Future Transport Technology Advisory Board (FTTAB) could flow from the RTS in relation to the above, but initial discussions with Transport Scotland are suggested in this regard, and SPT will work to establish a forum with stakeholders to oversee and lead the development of digital solutions which support the delivery of transport solutions and customer expectations.</p>

“Delivering ‘Transport for Strathclyde’”

“To deliver the vision in this paper and serve residents and visitors to Strathclyde, we propose a fresh approach with an empowered, accountable and resourced **Transport for Strathclyde transport authority**. To do this, we propose the development and promotion of a **‘Transport for Strathclyde (Scotland) Act’** to allow us to specify and direct changes to the public transport network in the region to deliver on our vision.”

“To achieve transformative change, we envisage a transition process from the existing transport arrangements and existing public transport network, to a scheme managed by Transport for Strathclyde, a freshly empowered transport authority with new powers defined by the legislation, built on the foundation of SPT. A Transport Authority already exists – it just needs to be given the powers and the resources to deliver effectively. To resource the vision for the public transport network set out in this document, any future body could be funded to different degrees by different sources. As work to deliver the vision of transport we have laid out progresses, detailed financial modelling will be required and the necessary mechanisms and options must be developed.”

Governance issues covered by RTS Option Categories “Governance” and “Accessibility” (including RTS Options 8, 9, and 56); RTS workstream on “Roles, Responsibilities and Funding” covered in section 12 of RTS Case for Change; Scottish Government/COSLA Local Governance Review; NTS Governance workstream (building on previous NTS Roles and Responsibilities work); NTS Working With Partners report in development; and governance/operational model elements of Glasgow Metro Feasibility Study.

Specifically in relation to RTS Option 56 -“Governance” – a review of the applicability of the bus provisions of the Transport (Scotland) 2019 Act is underway, due to complete in late 2021.

Note that, as per Transport (Scotland) Act 2005 (sections 10 and 11), a request can be made to Scottish Ministers for change functions of RTP if in line with approved RTS.

In relation to funding, SPT has previously commissioned external consultancy support to undertake a high-level review of future options for funding transport. Further work throughout the RTS and related Delivery Plan process will be required to assess both revenue and capital costs and funding options for any proposed interventions. Work is also underway as regards funding in external partners’ workstreams (e.g. STPR, Metro), and may arise out of future development of network plans for bus partnerships, or other provisions of the Transport (Scotland) Act 2019. Notwithstanding the above, however, and building on the earlier high-level review of transport funding, there is the opportunity to undertake a more detailed, in-depth review of potential revenue and capital funding

“In conclusion, we propose it’s time for a **“New Public Transport Social Contract”** with the public, one where Transport for Strathclyde’s regional public transport network guarantees access to work, health, education and recreation – without breaking the bank or planet – and builds the foundation of a dynamic, integrated and efficient 21st century transport system.”

options for delivery of an improved public transport in the west of Scotland.

Standards covered by RTS Option Categories “Public Transport” and “Accessibility” (including RTS Options 8, 83 and 84).