

Note of meeting between Minister for Transport and Veterans and RailQWest – 11 March 2014 at 12:15 Room TG 22 – Scottish Parliament

Present:

Keith Brown

[REDACTED]

**Minister for Transport and Veterans
Minister's Private Secretary
Transport Scotland
Transport Scotland**

[REDACTED]

**RailQwest Secretary
Member
Member**

MEETING DETAILS

The Minister opened the meeting by welcoming all in attendance.

The bulk of the meeting was taken up with a presentation, delivered by [REDACTED] Secretary of RailQwest.

The presentation explained the current rail set up across Glasgow and the West of Scotland with RailQwest stating that electrification of the City Union Line was a missing link.

RailQwest further explained that investment in this project was not only justified but required when you looked at the rail growth figures and compared them with those in Inverclyde, North/South Ayrshire and Renfrewshire.

The presentation continued with RailQwest stating that the requirement for a direct Ayr/Edinburgh service was recognised with ScotRail introducing such a service from May 2014 – RailQwest believe that electrification of the City Union Line offers a better journey option as the route their proposed services would run on would go through an area of greater population density compared with the ScotRail service that would run via Carstairs.

RailQwest provided details of how they reached their estimated £20m for electrification and ended with showing all the different towns that could be linked with this scheme.

The Minister enquired about the linking of Glasgow Central with Glasgow Queen Street. RailQwest responded that this was never a serious intention of the Glasgow CrossRail scheme supported by SPT in 2007 or their version of the scheme – the scheme was intended to link the networks not the stations. (Nonetheless the linking of the two stations was a publically held perception)

TS enquired about the costings of electrification and on the whole were satisfied that £20m/£25m would be a reasonably accurate figure for electrification and associated infrastructure works; however their calculations did not appear to include an adequate allowance for an upgrade to the signalling system that would potentially be required to accommodate the higher speeds and additional

passenger trains. TS reminded RailQwest of the current 15mph speed limit (something queried by RailQwest but confirmed by Network Rail).

TS then enquired about the aspirations for 3 new stations and any proposed services. RailQwest responded that this would be the next phase of the project and that that they were not present today to discuss these new stations.

TS stated that it was important to include all of the costs of the scheme, including the cost of the new stations and the new services (or trains) as the Minister would – rightly – ask how much the project would cost in total; including on-going subsidy costs. It was not therefore appropriate to just consider the cost of electrification without also considering the additional costs that would be required if passenger services were to be introduced.

The Minister noted that the SG was investing £5b on rail over the next 5 years with £800m earmarked for 2014/15. With the schemes already committed for electrification (key routes including Stirling, Alloa and Dunblane, Greenhill to Falkirk Grahamston, Shotts, and Whifflet) the Minister reminded RailQwest of the 100km of track electrification post EGIP and that it was matter of priorities and the route had not been prioritised for electrification

The Minister also mentioned meetings with other groups that he is having (Edinburgh group following this meeting and St Andrews group last week).

These points were made to demonstrate that it was a question of priorities – the Scottish Ministers are lobbied by a number of different groups for rail improvements across the country and those projects have to be prioritised accordingly.

TS reminded RailQwest of the requirement to follow the STAG process. RailQwest responded that a STAG had been completed. TS stated that they understood this to be related to the 2007 SPT proposed scheme – a scheme which TS understood RailQwest wanted to distance themselves from. TS acknowledged that RailQwest had spoken with SPT at SPTs request.

The Minister reminded RailQwest that funding for any STAG reports could come from any source, including the local authorities that RailQwest have provided with presentations – as well as SPT.

RailQwest confirmed that they have spoken with all 5 bidders for the next ScotRail franchise

ISSUES STILL TO BE RESOLVED.

RailQwest have stated that TS has mis-informed the Minister by quoting £100m - £250m as costs. RailQwest are however aware that this figure is attributed to the larger SPT proposed scheme and was identified as a cost range at STPR – when the scheme was rejected.

Although TS accepts that the City Union could potentially be electrified for £20 – 25m – this in TS opinion – is not an accurate reflection of the full costs as it does

not cover the 3 stations on the line being proposed by RailQwest nor does it cover the cost of any new trains or additional services. For example, the typical cost of a new, at grade, station is approximately £6m, however since the city union line is elevated throughout much of its length, the station costs could be higher.

The £1.6 million signalling costs presented by RailQwest are considered to be reasonable for a like for like renewal. It is likely however that some additional upgrade of the signalling system would also be required to accommodate the higher speeds and traffic density arising from a passenger service.

RailQwest have not provided any details of services being proposed - RailQwest advised the meeting that they did not consider that any of the existing services would be diverted; so a Cross Rail service would arise wholly from additional train services.

RailQwest did not include any budget to purchase these new trains (*Scottish Government investment to lease Class 380 electric trains – 38 units for 16 years - was £430m*) or give any consideration if there would be any available train paths or any infrastructure work required on the existing routes to accommodate the additional traffic on them, which could potentially generate significant on-going operational/subsidy costs.

There is also the question of the STAG appraisal. TS view a STAG as essential as it:

- identifies transport interventions and provides an assessment of the worth of those interventions
- considers the extent to which interventions may address the identified transport challenges and is transparent, impartial, and objective led, evidenced based and outcome focused.

A STAG is required when seeking SG funding support or approval for changes to the transport system. A properly conducted transport appraisal using STAG *IS* the strategic business case for the intervention.

Projects proposed by other groups are required to follow STAG and TS are prepared to offer help and assistance to groups as they embark on this process.

CONCLUSION

The Minister noted that RailQwest would continue to develop its case following this discussion and RailQwest indicated that they would be in touch with TS in due course.

West of Scotland Strategic Rail Enhancements (STPR Intervention 24)

The West of Scotland Strategic Rail Enhancements (STPR Intervention 24) is a broad package of measures to deliver improved capacity and connectivity in the public transport system in the West of Scotland with one of its objectives to address terminal capacity issues in Glasgow.

A CrossRail proposal (supported by SPT at the time), which is broadly similar to that now proposed by RailQwest was rejected for further consideration under the STPR process, because it would not make best use of the rail network or integrate well with other schemes. As a stand-alone intervention it would not achieve the step-change necessary to deliver significant improvements for Glasgow and the west of Scotland.

Although often cited as a reason for developing CrossRail the 2007 CrossRail scheme proposal did not actually link the two city centre terminals of Glasgow (Queen Street and Central), which is a widely held public expectation.

The table below highlights the differences between the then STP supported scheme and that now being "proposed" by RailQwest:

SPT 2007 PROPOSAL	RAIL QWEST PROPOSAL
<ul style="list-style-type: none"> the building of three new stations (Mercat Cross, Gorbals and West Street) 	<ul style="list-style-type: none"> the building of 3 new stations – West Street, Glasgow Cross and Citizens (same as Gorbals)
<ul style="list-style-type: none"> re-locating High Street Station further east from the city centre 	<ul style="list-style-type: none"> new station at Glasgow Cross ¼ mile from current High Street station
<ul style="list-style-type: none"> investing in signalling and the electrification of rail services, including the City Union Line. (Glasgow High Street junction to Shields junction – less than 3 km) 	<ul style="list-style-type: none"> 3 phases of implementation – Phase 1 – electrification of existing line Shields Road to Bellgrove, allowing direct travel between Ayr and Edinburgh (and all intermediate stations) Phase 2 – construction of 3 stations named above Phase 3 - connecting lines to East Kilbride/Kilmarnock and also construction of a short link into Queen Street Low Level station serving destinations to the west of Glasgow.
<ul style="list-style-type: none"> laying 2km of new track to connect the rail lines north and south of the city, upgrade and restore 3 km of track 	

In regard to the RailQwest proposal, Transport Scotland has not been presented with a fully costed objective-led business case which would – if positive – identify this as an appropriate transport intervention and detail ALL costs including electrification, subsidy for services and cost of new “proposed” stations.

In short, the original Crossrail proposal did not fit with wider STPR objectives however the RailQwest proposal may have some merits – particularly the electrification of the line (see below about City Union Line) - but these have not been demonstrated through the appropriate appraisal process by the promoter.

The City Union Line (the line on which CrossRail would operate) is a 2.8 km (1.8 mile) lightly used freight line which runs in a wide arc between Shields Junction, (approximately 1.75 km or 1 mile) southwest of the city centre (George Square), and Bellgrove Junction (approximately 1.2 km or 0.75 mile to the east). It lies to the south of the Clyde, and passes to the south and east of Glasgow Cross. As such, the City Union Line does not serve the city centre, and does not have any intermediate stations. It is predominately used for the movement of empty diesel coaching stock to and from maintenance depots.

[REDACTED]

From: [REDACTED]
Sent: 16 September 2014 15:21
To: [REDACTED]@glasgowthecaringcity.com'
Subject: RE: Prestwick Airport

[REDACTED]

The railway line you refer to is known as the City Union Line. The line does not presently support passenger rail services and is predominantly used to move rolling stock across the rail network with some limited freight traffic also operating on it. It would require upgrading, including electrification, track, signalling and junction upgrades to support passenger rail services. In the past the line has been identified – by various groups/organisations as a possible route to open up what is commonly known (in railway terms) as CrossRail (Glasgow)

The concept of a "Glasgow CrossRail" scheme was first considered in the 1968 Greater Glasgow Transportation Study.

In 2007, a Glasgow CrossRail proposal was promoted by Strathclyde Partnership for Transport (SPT) and other interested parties. This proposal sought to provide direct rail connections between lines north of the Clyde and those to the south and south west of Glasgow. The 2007 CrossRail scheme was rejected for further consideration under the Strategic Transport Projects Review (STPR) process, because it would not make best use of the rail network or integrate well with other schemes. As a stand-alone intervention it would not achieve the step change necessary to deliver significant improvements for Glasgow and the west of Scotland.

The High Level Output Specification (HLOS) published in July 2012 for Control Period (CP) 5 (2014-2019) specified Network Rail to plan for the electrification of 100 single track km per annum commencing the completion of the Edinburgh Glasgow Improvement Project - EGIP. In developing final plans to meet the output requirements for CP5 the electrification of the City Union Line has not been prioritised for delivery. Rather, the CP5 rolling programme will electrify key routes including Stirling, Alloa and Dunblane, Greenhill to Falkirk Grahamston, Shotts, and Whifflet

The Scottish Ministers remain committed to electrification to deliver environmental, passenger and operational benefits and will be working with industry partners to identify its priorities for Control Period 6 and beyond (from April 2019). The City Union line is proposed to be electrified at some point in the future, however the delivery timescales of this project have not been specified.

You may also wish to note that the current Scotrail Franchisee currently does operate a direct service between Edinburgh and Ayr via Glasgow Central on the Carstairs line – this was introduced in May 2014.

I hope this is of some use.

[REDACTED]
Rail Policy - Rail Directorate

[REDACTED]

From: [REDACTED]
Sent: 18 February 2015 16:09
To: Cabinet Secretary for Infrastructure, Investment and Cities; Minister for Transport and Islands
Cc: PS/Transport Scotland; [REDACTED]
[REDACTED]
[REDACTED]
Subject: SPT Issues - Glasgow CrossRail



SPT Issues - Glasgow CrossR...



SPT Issues - Glasgow CrossR...

Cabinet Secretary/Minister

Following Mr Brown's presentation to the Core Cities Summit on 9 February 2015, information was requested on subsidy costs and whether this was specifically ruled out in 2006/7.

The 2007 SPT and Glasgow City Council supported Glasgow CrossRail scheme was rejected at STPR stage it did not make best use of the rail network or integrate well with the menu of schemes required to satisfy the objectives of the STPR.

As the proposed scheme was rejected, no work was undertaken to look at detailed timetable development and no robust calculations of likely subsidy implications were carried out.

Transport Scotland is however undertaking a be-spoke piece of work which will look at passengers flows from Ayrshire and South West Glasgow to beyond Glasgow and will then estimate the likely impact on subsidy, should Glasgow CrossRail ever be deemed a suitable transport intervention for rail passenger services.

It is hoped that we can provide this information within a couple of weeks.

In the meantime I attach a short updated "Glasgow CrossRail" briefing.

Kind Regards

[REDACTED]
Rail Policy - Rail Directorate

T: [REDACTED]
Blacks [REDACTED]

F: [REDACTED]

[REDACTED]

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For agency and travel information visit our [website](#)

Transport Scotland, the national transport agency
Còmhhdhail Alba, buidheann nàiseanta na còmhhdhail

[REDACTED]

[REDACTED]

GLASGOW CROSSRAIL

Top Line

Since 2007 the Scottish Government has invested substantially in successful rail improvements such as the Airdrie to Bathgate project, electrification of the Whifflet and Paisley Canal lines and the Paisley Corridor Improvements. We are concentrating our continued investment in projects such as the electrification of EGIP, Stirling, Alloa, Dunblane and the Shotts line, all of which have brought or will bring greater benefits than the Glasgow CrossRail Scheme.

Key Issues / Lines to take

- Glasgow is already well served by rail with the largest suburban network outside London indeed 72% of properties in Greater Glasgow are within 1,500m of a station. This is the highest density outside London. The districts best served by the network include Glasgow City, Inverclyde and West Dunbartonshire, where over 80% of properties are within 1,500m of a station.
- Despite widely held public expectations Glasgow CrossRail does not link Queen Street Station with Central Station.
- In the coming years we have a substantial commitment to the rail infrastructure – particularly within the central belt - including the electrification of EGIP, Stirling, Alloa, Dunblane, the Shotts line and we've already delivered Whifflet and Paisley Canal electrification. We've upgraded Dalmarnock Station in preparation for the successful Commonwealth Games and will soon embark on the transformation of Queen Street station.
- Glasgow CrossRail involves track, signal and junction upgrades, three new stations as well as electrification of the City Union Line to enable services through the centre of Glasgow in a North-South axis. Its benefits as a stand-alone scheme were considered as part of the STPR and found to be limited as well as not integrating well with other schemes.
- We continue to invest in schemes which will benefit passengers travelling west/east and we have already delivered Airdrie /Bathgate which provides journey opportunities from the west Coast of Scotland at Helensburgh via Glasgow and the Central belt to Edinburgh.
- Any formal proposal for Glasgow CrossRail scheme must include an proportionate cost-benefit analysis taking into account such factors as the electrification of the City Union, what rolling stock and subsidy requirements would be required, the impact of any proposed services and how they would integrate with other services/lines and the cost of construction and maintenance of the three new proposed stations.

Annex A - Background

1. The concept of a “Glasgow CrossRail” scheme was first considered in the 1968 Greater Glasgow Transportation Study. Essentially the scheme is to connect passenger rail services north and south of Glasgow by converting an existing freight line (the City Union Line) which runs to the east of Glasgow city centre. It does not – as widely thought – provide a direct connection between Queen Street and Central stations.
2. The Strategic Transport Projects Review (STPR) in 2007 identified the City Union Line as one of the potential routes for electrification as part of a phased pan-Scotland approach and which follows the committed improvements as part of the Edinburgh-Glasgow Improvement Plan (EGIP).
3. However, the 2007 CrossRail scheme, promoted by SPT and Glasgow City Council (estimated at a cost of between £115 - £200 million) was rejected as a scheme at the national level since as a stand-alone intervention it would not achieve the step change necessary to deliver significant improvements for Glasgow and the West of Scotland.
4. Many of the outcomes claimed of Glasgow CrossRail have already been met including:
 - Additional Glasgow Central to Edinburgh via Shotts services introduced in 2009 and the new weekday service between Glasgow Central and Edinburgh calling at Motherwell, Wishaw, Carluke, Carstairs and Haymarket introduced in December 2012. These services improve connectivity from Ayrshire/Inverclyde and South Glasgow with Edinburgh without the need to change stations in Glasgow;
 - Addressing overcrowding in and around Glasgow through the provision of 38 new electric class 380 trains delivering an extra 7,500 extra passenger seats per day;
 - The implementation of the Paisley Corridor Improvements Programme in 2012 where a £169 million programme delivered two new platforms at Glasgow Central which came into operation in May 2010; an additional, third railway line between Shields Junction and Arkleston Junction; new railway junctions at Arkleston and Wallneuk; a new and longer freight loop at Elderslie; upgraded signalling on the main Glasgow-Paisley line. It increased capacity and improved journey time and quality on one of the busiest sections of the Scottish network; and
 - The £12 million Paisley Canal Electrification Project completed in December 2012 that improves reliability and capacity on this important commuter route.
 - The May 2014 timetable change saw the introduction of 4 trains per hour between Ayr and Glasgow Central.
5. ScotRail also offers a direct Ayr to Edinburgh service at present and there are direct services between Central and Edinburgh (North Berwick) and also longer distance provided by Cross Country services meaning interchange is possible within the canopy of Central.

6. Additionally, the works to improve the Paisley Corridor including the installation of Platforms 12 & 13 and the increases in the Ayrshire and Inverclyde services mean there are now fewer opportunities for additional services from Glasgow Central.

Current Position

7. The High Level Output Specification (HLOS) published in July 2012 for Control Period 5 (2014 - 2019) specified Network Rail to plan for the electrification of 100 single track km per annum commencing the completion of EGIP, with some specific strategic outcomes (Glasgow/Whifflet and Glasgow/Edinburgh via Shotts).
8. In developing final plans to meet the output requirements of CP5 the electrification of the City Union Line was not prioritised for delivery. Rather the CP5 rolling programme will electrify key routes including Stirling, Alloa and Dunblane, Greenhill to Falkirk Grahamston, Shotts, and Whifflet (which was operational by December 2014).
9. These schemes were prioritised as, in themselves, they provided stronger business cases and collectively they offer network-wide improvements in capacity, connectivity, performance and journey times and a timetable that better aligns with current and predicted passenger demand over the short term, particularly for commuting services in and around Glasgow.
10. The Scottish Ministers remain committed to electrification to deliver environmental, passenger and operational benefits and will be working with industry partners to identify priorities for Control Period 6 and beyond (from April 2019). All options for electrification beyond committed schemes in CP5 will be subject to consideration within the Transport Scotland electrification strategy which is currently being developed.
11. The latest "proposals" for a Glasgow CrossRail scheme are being promoted by the lobby group Rail Qwest.
12. However, their case for CrossRail does not take account of:
 - Disadvantaging many existing passengers by diverting existing services from the city centre stations to run via CrossRail or increasing subsidy requirements through the addition of new services, which will be lightly loaded because they would bypass the city centre;
 - Increasing infrastructure investment at critical points elsewhere on the network to address capacity constraints;
 - Recognising that the Ayrshire -Edinburgh market (which is the biggest of the long distance flows across Glasgow) is still of an order of magnitude much smaller than flows to Glasgow city centre.
13. The City Union Line is an operational railway line and is used for freight and for the movement of empty rolling stock to Shields depot for maintenance. It has a 15 mph speed limit and to make this a permanent, viable route for the movement

of passenger services it would require the line speed to increase to between 40 and 50 mph. There is also a reasonable expectation that work would be required to strengthen the bridges and viaducts as well as track, signalling and junction upgrades (cost estimated to be in the range of £10 million - £20 million), and to provide enhanced maintenance regime and take into account noise considerations.

14. RailQwest have estimated the cost of electrification of the 1.8 miles of track at approximately £20 million, however we have not been provided with:

- The cost of building the new stations referred to (aspirations for three new stations at Glasgow Cross, Citizens (Gorbals) and West Street - interchange with Underground – cost estimate – an estimated minimum of £6 million per station with the interchange station potentially more expensive).
- An explanation of train services to be offered - this would mean additional services which would be difficult to accommodate on the network and potentially generate significant on-going operational/subsidy costs or;
- Diversion of existing services – as indicated above – disadvantaging a large majority of existing passengers.

15. Additionally, the journey time estimates suggested by RailQwest do not take account of the issues detailed above; neither do they take account of journey time improvements which will be delivered within the Edinburgh Glasgow Improvement Project (EGIP) nor the improvements being delivered when the Glasgow Central to Edinburgh via Shotts line is electrified, both of which schemes benefit passengers travelling between the west and east of the country.

Recent Developments

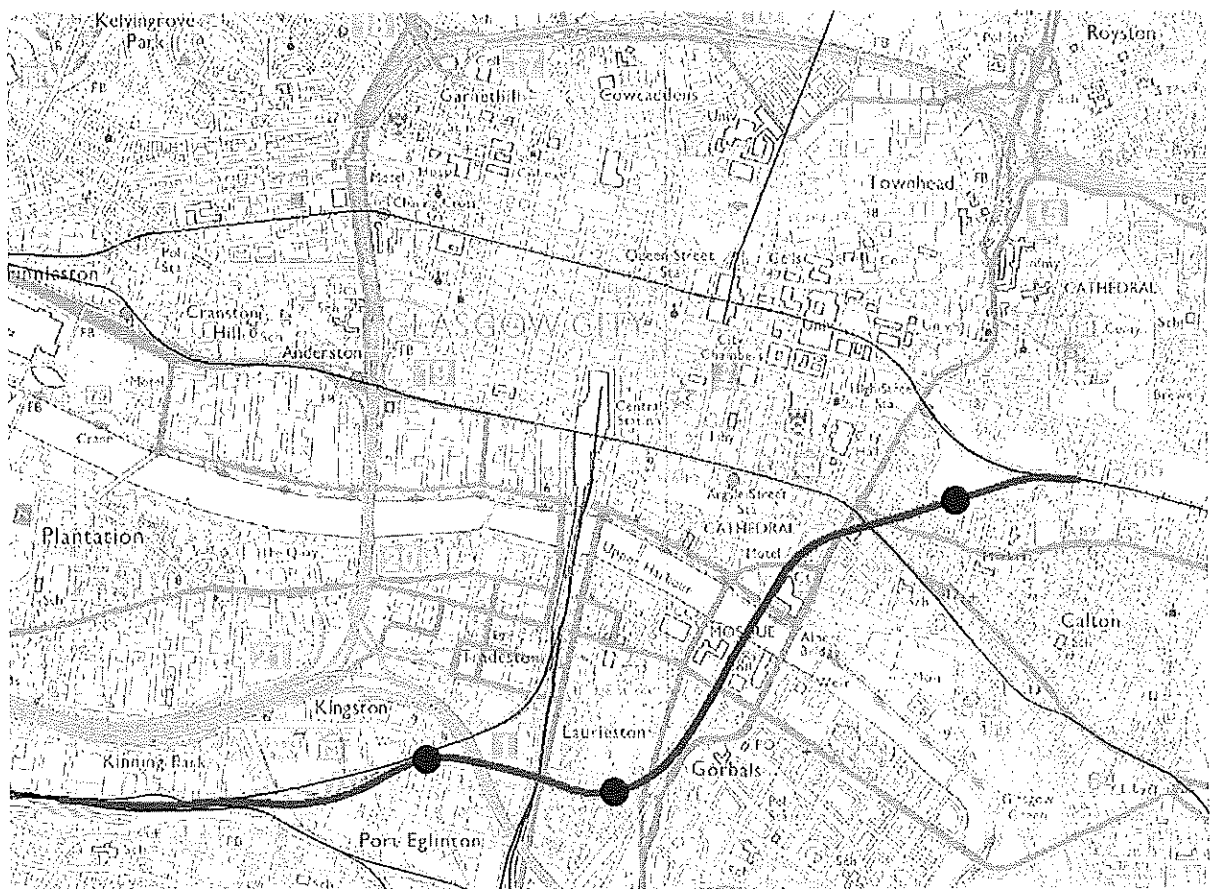
16. On 9 February 2014, whilst addressing the Core Cities U.K. Devolution Summit, Jim Murphy signalled the Labour Party's support for a Glasgow CrossRail scheme which, it was suggested could be funded via the City Deal.

17. Glasgow and the Clyde Valley (GCV) are currently in the process of preparing a Framework which maps out governance arrangements for the identification, appraisal and delivery of projects which they wish to include within the Infrastructure Fund of City Deal.

18. Ultimately this is a decision for GCV and Local Authorities and clearly they will need to demonstrate that the scheme meets their objectives and can be delivered and funded within the terms of the City Deal. We understand that this scheme is not being actively pursued by the City Deal team.

19. Any such project which has consequential impacts on other parts of the transport network must be discussed with all relevant authorities including the Scottish Government. And again we would wish to see a comprehensive business case so that we can fully understand the costs, risks and benefits to the wider transport network arising from the proposal.

ANNEX B – MAP SHOWING CITY UNION LINE AND POSSIBLE SITES FOR NEW STATIONS



Crossrail Scotland

Lines to Take

- The Scottish Government is committed to ensuring that investment in transport is focused on making better connections Across Scotland;
- Since 2008, rail services in the West of Scotland have changed considerably following the introduction of the Airdrie to Bathgate rail link, Glasgow to Kilmarnock rail enhancements, and Glasgow to Edinburgh via Shotts services.
- These improvements have already met some of Crossrail's aspirations for better West to East connections;
- The West of Scotland Rail Enhancements Programme takes elements of Crossrail to provide a "step change" in connectivity for the heaviest rail demand in and around Glasgow.

Background

Crossrail is promoted and supported by SPT, thgRail and Dawn Development Group, which seeks to provide Scotland wide rail connections by optimising Glasgow's suburban rail network to deliver additional capacity and encourage economic expansion in other areas of Glasgow.

It is seen by supporters as a natural continuation of NEW GARL, which is a re-working of the original GARL project to provide a heavy rail link to Glasgow Airport. Crossrail aims to provide opportunities for better connections by utilising Glasgow's suburban rail networks, creating interchange facilities on the Argyle Line and at West Street, and altering timetables to accommodate Edinburgh to Paisley services. While this would provide enhanced capacity to Glasgow Queen Street and Glasgow Central Stations, it fails to integrate well with £1.2 billion worth of projects that are being delivered as part of the Strategic Transport Projects Review (STPR).

Although individual elements of Crossrail are technically feasible, they do not offer a viable solution due to a number of significant trade offs. These trade offs include diverting existing services from city centre stations which would disadvantage existing passengers, adding new services that omit the city centre is hugely expensive to operate both in terms of disbenefits to existing passengers and operating subsidy requirements. Furthermore, it would require additional infrastructure at critical points along the network to accommodate capacity constraints in Edinburgh. Although the Ayrshire to Edinburgh market is the biggest of the long distance flows across Glasgow, in order of magnitude it is smaller than the flows to Glasgow city centre.

Rail services in the West of Scotland have changed considerably since 2008, following the introduction of the Airdrie to Bathgate rail link, Glasgow to Kilmarnock

rail enhancements, and the Glasgow to Edinburgh (via Shotts) services. These projects have in fact, met some of the aspirations of Crossrail for better West –East connections.

Since the publication of the STPR in 2008, discussions have taken place between Transport Scotland, SPT and the City of Glasgow Council to develop a delivery plan for a package of rail interventions that will form the West of Scotland Rail Enhancements Programme. This intervention will provide a “step change” in enhanced connectivity for the heaviest rail demand in and around Glasgow, and will result in improvements for those travelling to and from the south and the south west of Glasgow.

Transport Scotland, SPT and Glasgow City Council have agreed that elements of Crossrail could be used to provide these improvements, which will integrate well with long-term schemes like the UK Government’s High Speed Rail Programme.


Tel: 