



**Glasgow City Council**  
**City Administration Committee**

**Item 4**

16th September 2021

**Report by Councillor Anna Richardson, City Convener for Sustainability and Carbon Reduction**

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## **SPACES FOR PEOPLE PROJECT REVIEW**

### **Purpose of Report:**

To inform committee of the outcome of the independent review into the “Spaces for People” project and advise of next steps.

### **Recommendations:**

Committee is asked to:

- consider and accept the findings of the independent review of the Spaces for People measures within Glasgow;
- instruct officers to progress the necessary Traffic Regulation Orders via the statutory process to support permanence where noted under section 4 of the main report; and
- instruct officers to progress the necessary works contracts to support permanence of measures.

Ward No(s):

Citywide: ✓

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

# 1 Background

- 1.1 Following the introduction of Covid-19 restrictions in March 2020, the Scottish Government launched the Spaces for People (SFP) project. This nationwide project, delivered by local authorities, was created to ensure:
- Sufficient space was available for physical distancing in busier public places such as around shops and community facilities.
  - The provision of safe space for active travel such as walking, wheeling and cycling, to manage demand on public transport and to support daily exercise, health and wellbeing.
- 1.2 The Council implemented Spaces for People across the city through three separate workstreams:
- City Centre – all pedestrian measures within the city centre zone.
  - Neighbourhoods – all pedestrian measures out-with city centre zone.
  - Active travel – cycling and wheeling measures regardless of location.
- 1.3 Within the city centre, works were focused on providing extra space for pedestrian movement and queuing at major transport hubs and high flow bus stops, as well as increased pedestrian space in key civic locations such as George Square and the Merchant City. This was primarily achieved through a programme of footway widening and road closures.
- 1.4 Neighbourhoods also saw increased pedestrian space, particularly in areas outside businesses and venues which required queuing space to accommodate fewer numbers allowed inside premises. In other locations, such as Kelvin Way, road closures were implemented which saw improved space for exercise and wellbeing. Measures within neighbourhoods also included a number of interventions located outside of school premises to enable parents to physically distance from others during peak hours.
- 1.5 Through the active travel workstream, focus was placed upon providing segregated cycle lanes, to encourage citizens to commute and exercise in a more attractive and safer environment. This included the creation of additional cycle space along existing routes such as the National Cycle Network to reduce overcrowding and improve the pedestrian experience on shared areas. A series of brand-new pop-up cycle lanes were also delivered and added segregation to some existing routes to improve both safety and the overall user experience. Approximately 40km of additional segregated active travel routes were provided under the SFP project.

Wider information relation to the SFP project can be found at:

<https://www.glasgow.gov.uk/spacesforpeople>

## **2 Implementation**

- 2.1 During implementation, it was expected that the duration of any SFP measure would be short and that the pandemic would ease in the near future. As such, materials, design and construction choices were made on the basis that each project was temporary in nature. Decisions about materials were also heavily driven by what was available at a time when many manufacturers were either closed or had furloughed their staff. National shortages of materials were also a common theme at the start of the pandemic, with increased demand for the required products.
- 2.2 Most SFP measures also required a legal basis to allow enforcement. The public health nature of the COVID-19 Pandemic, together with the urgent need to provide additional space to enable physical distancing and the temporary nature of the proposed measures meant that the Scottish Government identified that Temporary Traffic Regulation Orders (TTROs) were appropriate at that time. However, these orders are not suitable for permanent or long-term measures and therefore there is now a requirement to transition towards permanent Orders for any measures which are to be retained.
- 2.3 All SFP measures were subject to a Road Safety Audit (RSA) process to ensure all appropriate safety standards were met. These audits were carried out independently by external roads safety auditors with input from Police Scotland.
- 2.4 Throughout the pandemic the project team have reacted to changes in restrictions and government guidance. The measures which has been installed throughout the city have undergone a number of changes throughout this time to reflect feedback from users, Safety Audits, increased duration, increased usage numbers and in some cases removal of measures which were no longer required following changes to guidance.
- 2.5 Given the above noted construction methods and the use of TTRO's together with the Scottish Government's recent easing of restrictions, it is now appropriate to review each temporary SFP measure to consider whether to retain or remove; and where retention is applicable, upgrading construction and seeking permanent Traffic Orders via the statutory consultation process.

## **3 Independent review and Reporting**

- 3.1 At the [City Administration Committee](#) on 4th June 2020, officers committed to carrying out a review of SFP measures and reporting back to committee. This report fulfils that obligation.
- 3.2 In order to ensure impartiality, NRS officers commissioned an independent consultant to review SFP measures delivered under the programme. The enclosed report is the outcome of this independent process, which makes a number of recommendations. The consultant has had access to a vast array of data, with the main sources of information considered as undernoted:

**Usage counts** – active travel routes were equipped with fixed cameras for video monitoring, this sample count data was taken over a 1 week period in the month of May (dates in consultant report says work was done July-Nov 2020 and Apr 2021). This is the accepted and established process for usage counts, and is taken in May to give a balanced figure taking into consideration variables such as weather and the school holidays. Where possible (build time permitting) the counts were carried out in both 2020 and 2021 to provide two data sets.

**Strategic Library review** – The consultant was made aware of and afforded access to, relevant information which included (but was not limited to):

- Glasgow City Transportation Plan
- Glasgow City Centre Liveable Neighbourhood strategy.
- The strategic active travel network.
- City Cycling Strategy 2016-2025
- The Glasgow City Avenues strategy.

In addition, a number of documents provided to the council by external groups were also supplied to the consultant, including correspondence from RNIB, National Federation of the Blind, Police Scotland and feedback from community representation/development groups such as the Merchant City Community Council and Flourishing Molendinar.

**Public engagement / consultation** – During May and June 2021, the Council made available the opportunity to receive feedback and comments on all SFP measures, via an online engagement process. This opportunity was widely advertised through the council's communication channels and platforms, as well as being covered by the local media. The SFP team also made direct contact with local elected members, community groups and interested parties such as disability groups to encourage participation. The feedback questionnaire was also provided in an accessible format to ensure everyone could participate. The survey received 3,749 individual responses from a cross section of Glasgow, covering all areas of the city and also including feedback from residents, visitors, businesses and community groups.

In addition to the main data sources outlined above, consideration was also given during the independent review to the operational impact measures could have on the provision of public transport or public safety. Some SFP measures were only possible due to the restrictions on public transport or businesses being closed therefore, the impact of maintaining these restrictions needed to be considered. As restrictions have been gradually reduced, officers have worked to make alterations to SFP measures where appropriate, to meet the prevailing Scottish Government Guidance.

All measures were reviewed and reported on in their current form and the independent review did not consider previous iterations/designs of measures.

## **Summary of Report Findings**

Below is a summary of the report outcomes by workstream.

### **3.3 City Centre (Retain/Make permanent)**

- George Square road closures and urban greening
- Merchant city, footway widening and urban greening
- City Centre footway widening at travel hubs. \*

\*It is noted that the measures currently in place on Gordon St which due to their impact on the public transport links to and from Central Station, are unable to be retained.

### **3.4 City Centre (Remove)**

- No measures have been recommended for removal however, attention is drawn to the above note with regards Gordon St and accessibility to Glasgow Central Station for public transport meaning measures on Gordon Street shall be removed.

### **3.5 Active Travel (Retain/Make permanent)**

- Riverside/Broomielaw Active travel route (Atr).
- Bilisland Drive Atr.
- Hawthorn Street Atr.
- Dumbreck Road Atr.
- Provanmill Road Atr.
- Great Western Road Atr.
- Argyle Street Atr.
- London Road Atr.
- Wallacewell Road Atr.
- Cambridge Street Atr.
- Gorbals Street Atr.
- Howard Street Atr.
- Cumbernauld Road Atr.
- Brockburn Road Atr.
- Braidcraft Road Atr.
- Royston Road Atr.
- Clarence Drive Atr.

### **3.6 Active Travel (Remove)**

- No measure have been recommended for removal.

### **3.7 Neighbourhoods (Retain/Make permanent)**

- Dennistoun, People friendly streets
- Shawlands, People friendly streets
- Pollokshields East, People friendly streets

- Kelvin way, Road Closure and Urban greening.

### 3.8 **Neighbourhoods (Remove).**

- Finnieston, footway widening (FW)
- Partick, FW.
- Bridgeton, FW.
- Cessnock, FW.
- Shawlands, FW.
- Parkhead, FW.
- Tollcross, FW.
- Easterhouse, FW.
- Byres Road, FW.\*

\*It is noted that Byres Road measures shall be superseded and replaced by the upcoming Byres Road public realm improvement project, which is due to commence on site during spring 2022.

## 4 **Next Steps**

- 4.1 Following the submission of the attached report, it is now requested that the committee instruct officers to proceed with the necessary actions required to support each measure marked as “retain” and to remove each marked as “remove”. In most instances this task will primarily be undertaken by the promotion of a Traffic Regulation Order (TRO) through a statutory process per the Road Traffic Regulation Act 1984. In addition to the promotion of TROs, many locations will require works contracts to be prepared and procured to upgrade the measures to permanent quality, and to facilitate future maintenance.
- 4.2 Officers have been in consultation with external partners such as Police Scotland and Glasgow Disability Alliance throughout this project and will continue to consult on a high-level basis on these measures. A public consultation process has already been undertaken as noted above, however an opportunity for further engagement will be possible via the statutory TRO process, with full public advertisement of the orders.

### **TRO programme**

- 4.3 In order for SFP measures to become permanent infrastructure, we require to begin the TRO process as soon as possible. As referenced below, external funding to support this work is timebound.
- 4.4 The TRO process requires two consultation phases - technical feasibility (invited parties) and public advertisement (general public), which run concurrently. The proposed programme timeline for SFP measures is outlined below:
- Stage 1 consultation (Technical Feasibility).
    - 20th September 2021 – 17th October 2021

- Stage 2 consultation (full public advert)
  - 1st November 2021 – 28th November 2021
- Decision and report to Executive Director NRS
  - w/c 6th December 2021

4.5 Note that following any decision regarding a TRO, a 6-week period exists where individuals may challenge the process as undertaken.

### **Finance**

4.6 Officers have been in discussions with the Scottish Government’s SFP Fund administrator (Sustrans) and have been successful in securing £799,000 for the works required to support permanence or to remove measures. This funding is timebound and is required to be utilised and claimed in financial year 21/22.

### **Works Contracts**

4.7 Several works contracts will require to be prepared and procured in order to upgrade elements of SFP infrastructure such as drainage at bus stops. This aspect of the process can only be progressed once the TRO process has concluded.

4.8 Further information and progress reports will be provided to the relevant committee as and when appropriate. In addition to this, officers will continue to use the established SFP ward briefing procedure, created during the initial works, to inform local members of upcoming works. All local members will be included in TRO notifications.

## **5 Policy and Resource Implications**

### **Resource Implications:**

*Financial:* This will provide an additional £799,000 to be spent in 2021/22

*Legal:* Traffic regulation orders required to support measures.

*Personnel:* No additional personnel required.

*Procurement:* A number of infrastructure contracts required.

**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:

- A resilient, growing and diverse city economy where businesses thrive.
- Glasgow is a world class destination for tourism, culture, sport, events and heritage.
- Glaswegians are active and healthier.
- All citizens have access to the city's cultural life and its heritage.
- Glasgow is healthier.
- Citizens and communities are more self-reliant for their health and wellbeing.
- Citizens use active travel, including walking and cycling.
- We have more sustainable, integrated transport networks across the city, and less congestion.
- We have a low carbon footprint as a council and as a city.
- Citizens and neighbourhoods can influence how services are developed and budgets spent.
- Citizens can access good facilities, jobs and services locally.

More specifically, the funding makes an important contribution towards the Council's commitment to 'prioritise sustainable transport across the city' (Priority 55) and to 'Build high quality, inclusive active travel infrastructure, investing a minimum of 10% of our transport infrastructure budgets in cycling and walking to make Glasgow an excellent cycling and walking city' (Priority 65).

### **Equality and Socio-Economic Impacts:**

*Does the proposal support the Council's Equality Outcomes 2021-25? Please Specify.*

This proposal supports the following outcomes:

Outcome 2 - Disabled people, black and minority ethnic people and older people have an improved experience in accessing services



that meet their needs through more regular and systematic involvement in design of service delivery across the Council Family.

Outcome 6 - The importance of tackling social isolation and loneliness is recognised and prioritised through our work with partners

*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.*

Improving opportunities for access to sustainable and/or active travel and enhancing local environments through improving conditions for cycling/walking can help address barriers to social mobility, improve access to services and employment opportunities, and can help to address problems of physical and mental health and wellbeing.

#### **Climate Impacts:**

*Does the proposal support any Climate Plan actions?. Please specify.*

The proposal supports the Climate Plan through actions:  
No 51 – “Deliver a comprehensive active travel network, incorporating the Spaces for People measures and enabling 20-minute neighborhoods through the livable neighborhoods plan.

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

Encouragement of cycling and/or walking for daily utility journeys.

The projects will improve Glasgow’s urban environment and connectivity, thus leading to an increase in sustainable travel methods and a reduced carbon footprint.

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

Increased use of active and sustainable transport modes will contribute to net zero.

#### **Privacy and Data Protection impacts:**

No Data Protection Impacts are identified.

## **6. Recommendations**

Committee is asked to:

- consider and accept the findings of the independent review of the Spaces for People measures within Glasgow;
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