



Glasgow City Council

City Administration Committee

Item 5

23rd January 2020

**Report by Councillor David McDonald, Depute Leader of the Council
and City Convener for Culture, Vibrancy and International Co-operation**

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TRANSFORMING POLLOK COUNTRY PARK

Purpose of Report:

The purpose of this report is to outline proposals to improve access to and within Pollok Country Park, which prioritise sustainable transport, build high quality, inclusive active travel infrastructure, and which promote and enhance Pollok Country Park's natural resources.

Recommendations:

It is recommended that the City Administration Committee:

- (a) note the contents of this report;
- (b) approve the creation of an integrated active travel and low carbon transport hub;
- (c) approve the proposed interventions to control vehicular access and parking;
- (d) approve funding of up to £3 million to deliver the works; and
- (e) approve the proposed approach to car parking tariffs.

Ward No(s): 2

Citywide:

Local member(s) advised: Yes ☒ No ☐ Consulted: Yes ☒ No ☐

1. BACKGROUND

- 1.1 Pollok Country Park is the largest park in Glasgow and was voted Best Park in Europe in 2008. As well as its importance as a green space for leisure and nature conservation, it has outstanding heritage features, including two of Scotland's most important museums, the Burrell Collection and Pollok House, both of which are Category A Listed buildings. It is owned and managed by Glasgow City Council, with Neighbourhoods and Sustainability managing the Country Park, Glasgow Life managing both the Burrell Collection and Nether Pollok playing fields, and the National Trust for Scotland managing Pollok House.
- 1.2 Members previously considered a report on the Masterplan for the Burrell Collection and Pollok Country Park at the meeting of the then Executive Committee held on 16th February 2017 (with subsequent updates being taken to the Contracts and Property Committee). This report can be accessed at:
<http://www.glasgow.gov.uk/councillorsandcommittees/viewDoc.asp?c=P62AFQDNDNDXT10GT1>
- 1.3 The report noted that a study undertaken in 2014 proposed a new main entry point for the park at the Nether Pollok Playing fields. This concept had been developed into an outline scheme that improves access and assists in reducing the area of the park adversely affected by vehicular access.
- 1.4 The access and orientation improvements proposed in this paper have been developed as part of a wider project focused on improving all aspects of the Park. The Transforming Pollok Country Park project aims to transform the country park from an asset rich but underutilised historic space into a world class civic destination that is enjoyed more often by citizens and visitors to the city. Project workstreams are at different stages, with the following list offering a snapshot of the range of activity:
 - Proposals to engage with communities in relation to how woodlands are managed, including outdoor opportunities for Early Learning and Childcare, Forest Schools and Out of School Care.
 - Proposals to celebrate the Centenary of the Forestry Act through tree planting activity.
 - Discussions with transport and active travel providers to provide a more connected service and increase the economic benefit of the nearest railway station.
 - Proposals to upgrade the Children's Play Area.
 - Proposals to link the South West City Way to Pollok Country Park via St Andrews Drive.
 - Proposals to bring forward Surface Water Management Planning locally, to support climate resilience and identify any additional opportunities to increase biodiversity.
 - Continuing participation in Pollok House Joint Committee and the Pollok Advisory Committee.
 - Refurbishment of Pollok House.
 - Developing proposals for a Pollok Park Micro Hydro Scheme.

- Consideration of further opportunities in relation to built heritage, in line with Glasgow's Heritage Asset Plan 2019-2029, and in discussion with Glasgow Building Preservation Trust, National Trust for Scotland and Historic Environment Scotland.
 - A co-ordinated approach to the marketing and communication of the existing public offer for Pollok Country Park.
- 1.5 The proposals that form the subject of this report will improve access and orientation from the eastern edge of the Country Park, and are to be delivered in advance of the re-opening of the Burrell Collection in 2021. It is expected that visitation to the Burrell Collection will increase from around 200,000 visits per annum in 2016 to around 800,000 visits per annum from 2021 onwards. A visitor survey carried out in 2016-2017 revealed that 71% of all visits to Pollok Country Park were by private car, while 9% were made on foot and 13% of journeys were made by bus or rail. The interventions described here will support a shift to more sustainable transport choices, and will provide the infrastructure to support future investment and activity within Pollok Country Park.
- 1.6 Proposals to deliver access and orientation improvements have been developed by a project team that includes officers from Neighbourhoods and Sustainability, Development and Regeneration Services and Glasgow Life. These proposals have been underpinned by the following guiding principles:
- Make the park a navigable and enjoyable space.
 - Remove barriers to access.
 - Prioritise pedestrian and cyclist access.
 - Prioritise access to Pollok Country Park via public transport.
 - Reduce the number of vehicles passing through the park.
 - Encourage visitors to leave their cars at home.

These principles have been tested with local communities and communities of interest during a thorough consultation process.

2. ACCESS AND ORIENTATION PROPOSALS

- 2.1 Whilst there is a particular forthcoming challenge presented by the expected increase in visitors to the refurbished Burrell Collection, the measures proposed have been designed to service the needs of all visitors to the park. These have evolved in response to feedback from the community as gathered through the pre-application consultation process which has been ongoing since August 2019. The works proposed are summarized in Section 2.2 below and described in more detail in Appendix 1: Access & Orientation Proposals for Pollok Country Park.
- 2.2 The key interventions proposed are as follows:
- The introduction of a shared surface route at the existing Pollokshaws Road entrance and the creation of improved pedestrian and cycling routes leading to and from that point to the Burrell Collection and Pollok House. This entrance is adjacent to Pollokshaws West railway station and main bus routes. Improvements in the onward routes from this access point will support the use

of public transport by park users. Improvements will include provision of lighting, shelter and rest points, and physical changes to support level access. General vehicular access to the park will no longer be supported at this entrance in order to give priority to pedestrians and cyclists and to limit the area of the park negatively affected by private vehicles. Controlled access will be provided for the allotments, tied properties and organisations based within the park.

- An improved vehicular entrance at Haggs Road (current entry point to Nether Pollok), adjacent to the current vehicular exit. The existing exit only road will be altered to allow two way traffic between the improved vehicular entrance at Nether Pollok and the Burrell Collection. The improved entrance and more direct route to the Burrell Collection will allow access for double decker buses and reduce the area of the park negatively affected by private vehicles. Accessible parking spaces will be provided at the Burrell Collection and at the new perimeter car park.
- The creation of a new perimeter car park on the site of a disused blaes hockey pitch adjacent to the new entrance. This will keep the majority of private vehicles on the edge of the park thereby improving the amenity toward the centre. The new car park, together with existing provision will see a reduction of 36% in car parking capacity when compared to the uncontrolled and widespread parking that currently characterises Pollok Country Park. Parking will be formalised and controlled throughout via an extension of parking tariffs intended to promote a modal shift away from private car use. The design of the new car park is intended to be sufficiently flexible to facilitate a range of future uses, including events, as progress is made towards a modal shift to active travel and sustainable transport.
- Infrastructure to support an in-park zero emission shuttle service that will provide a “last mile” solution that will encourage visitors to use the transport links that bring visitors to the edge of the park.
- The creation of a separate lit footpath between the Haggs Road exit/entrance area and the Burrell Collection (currently pedestrians share hard standing with exiting vehicles on this route).
- The introduction of EV charging stations at the Burrell Collection and at the new perimeter car park at Nether Pollok.
- The existing entry and exit north west route along Lochinch Road from Dumbreck Road / M77 junction to Pollok House and the Riverside car park will be retained. Private vehicles will not, however, be permitted to travel through the centre of the park.

2.3 Low Carbon Travel and Transport Challenge Fund

The access and orientation proposals described in Section 2.2 above represent an enhanced scheme in order to create an Integrated Active Travel and Low Carbon Transport Hub proposition. Eligible improvements from the range of measures

proposed have been incorporated into a funding application lodged with the Low Carbon Travel and Transport Fund, administered by Energy Saving Trust on behalf of Transport Scotland. If the application is successful grant funding of £1.56M will be secured in support of active travel proposals. A decision on funding is expected in the first quarter of 2020.

- 2.4 This project aligns and supports a number of Council and national policies and objectives relating to sustainability, including but not limited to:
- The emerging Local Heat and Energy Strategy (LHEES) which advocates an area-based approach to sustainability and the linking up of energy systems, for example, buildings and transport.
 - The emerging Electric Vehicle Charge Point Policy which will set out how the Council will support and facilitate the transition to zero emission vehicles.
 - The Scottish Government's commitment to phase out petrol and diesel vehicles by 2032.
 - The Fleet Strategy which commits the Council to transitioning its fleet vehicles to either electric or hydrogen by 2030.
 - The Council's aspiration to shift modes of transport from vehicles to public and active transport options.

3. CONSULTATION AND PARTNERSHIP WORKING

- 3.1 Throughout the development of proposals, a collaborative approach has been adopted. The principles underscoring these proposals have been shared and tested with communities and stakeholders, including community councils, area partnerships, elected members, and local community groups.
- 3.2 Engagement has included dialogue with transport stakeholders (Scotrail, SPT, West Coast Motors, First Bus, McGill's, Traveline, Transport Scotland) to improve the journey to the park.
- 3.3 A pre-planning application notice was published on 6th August 2019. During the pre-application consultation period, meetings were held with stakeholders (including tenants in the park, relevant organisations, local communities, Friends of Pollok Country Park) and information sessions were held with the public and local residents.
- 3.4 The reactions and comments offered during this period have subsequently informed the interventions described in this paper, which has resulted in changes to the detail of the proposals presented. There was a broad consensus from the public and stakeholders that vehicular traffic within the park should be minimised, and support was expressed for reducing the proportion of the park negatively impacted by vehicular circulation and parking. Almost three quarters of expressed and categorised views (73%) either agreed with a car parking charge of £2 - £3 or considered it to be too low, while 27% stated this was too high.
- 3.5 There are ongoing discussions taking place with residents on Haggs Road regarding concerns that they have raised about the proposals and the project team are continuing to engage with them as part of the planning process.

- 3.6 In order to build on engagement undertaken with the public and other stakeholders, the Pollok Country Park working group proposes collaborating with park stakeholders to produce and deliver a Pollok Country Park Partnership Plan 2020-2025. This Plan will outline the overarching vision to guide how all those with a role in looking after the Country Park will work together over the next five years to ensure a successful, sustainable future for this iconic place.
- 3.7 This will include working with the Local Greenspace and Woodland Development sub-group of the Pollok 80/20 Local Steering Group, Pollokshaws Transformational Regeneration Area and other stakeholders in support of improved active travel linkages to Pollok Country Park from surrounding communities.

4. COSTS AND FUNDING

- 4.1 The estimated cost associated with the delivery of the works is £5.42M as detailed in Table 1 below:

Table 1 - Estimated Project Costs

COST LINES	£
Integrated active travel and low carbon transport hub	2.42M
Interventions to control vehicular access and parking and general improvements to access and orientation infrastructure.	2.05M
Professional fees	0.40M
Client Direct Costs (pitch compensation, statutory fees etc.)	0.35M
Central contingency allowance	0.20M
TOTAL	5.42M

NB All cost lines include a suitable allowance for project contingency.

- 4.2 Table 2 - Funding Profile

Funding Sources	£
Allocation from the Burrell Collection Capital Project (funding approved)	0.75M
Low Carbon Transport and Travel Fund (subject to a successful application)	1.56M
Existing Car charging funding (funding approved)	0.11M
Council Capital Contribution (to be repaid from car parking income)	3.00M
TOTAL	5.42M

- 4.3 It is proposed that the £3 million upper estimate for Council capital is to be sourced through prudential borrowing which would be repaid using income from the tariff on parking.
- 4.4 Should the capital funding bid to the Low Carbon Travel and Transport Challenge Fund be unsuccessful, the enhanced measures to create the integrated active travel and low carbon transport hub would be scaled back to allow an affordable scheme to be progressed.
- 4.5 The cost line estimates in Table 1 include an element of contingency but cost certainty will not be achieved until a procurement exercise is completed. Given this and the level of uncertainty around outstanding funding applications, a centrally held contingency fund of £200k has been included in Table 1 which can only be used at the discretion of the Executive Director of Finance. The project team will work to deliver the project within the £5.42M core cost estimate.

5. CAR PARKING TARIFFS

- 5.1 Currently, there is a charge for parking in the Burrell Collection car park of £1 per day and all other car parking spaces are free. At busy periods the car parks are full and visitors regularly park along the sides of access roads and on verges, impacting on the enjoyment of the park by visitors, and their ability to access it by active travel.
- 5.2 Introducing charges for parking is based on three main drivers:
- Repay the capital investment borrowing costs.
 - Encouraging a modal shift to sustainable transport.
 - Resource the maintenance and development of Pollok Country Park's infrastructure and natural resources.
- 5.3 The proposed operational parking model for Pollok Country Park would contain all parking within designated parking spaces and introduce a uniform charge across the park. The current and proposed number of spaces are as follows:

Current Parking	Proposed Parking
<ul style="list-style-type: none"> • Managed parking = 341 • Overspill parking = 775 • Uncontrolled verge/layby parking = 325 	<ul style="list-style-type: none"> • Managed parking = 566 • Overspill parking = 425 • Uncontrolled verge/layby parking = 0
Total = 1,491	Total = 991 (around 65% current provision)

- 5.4 The proposed charge is £2.50 for 4 hours and £4.50 for all day. Tariffs will apply 10am-5pm daily, matching the opening hours of Pollok House and the Burrell Collection, as well as managing peak demand. Outwith these times, charges would not apply and this would allow frequent users travelling by car to park for free in mornings and evenings when use of the park is reduced.

6. REVENUE CONSEQUENCES

- 6.1 Financial modelling has demonstrated that there is sufficient revenue from car parking tariffs to meet the associated costs of the development. In recognition of the dynamic nature of managing a visitor facility of this scale, and the emerging response citywide to the work of the Connectivity Commission and the Climate Change and Ecological Emergency Working Groups, it is recommended that there is a review as part of the Green Travel Plan, after 2 years and annually thereafter, of parking charges, parking numbers and the timetabling and ticketing of the shuttle bus, so that these arrangements might best support modal shift and the sustainability of Pollok Country Park.
- 6.2 Any surplus funds generated will be set aside as funding for improvements and necessary maintenance of Pollok Country Park.

7. Programme

- 7.1 Subject to the necessary approvals it is intended that works will commence on site June 2020 and be complete prior to the re-opening of the Burrell Collection.

8. Policy and Resource Implications

Resource Implications:

Financial:

The proposals require £3.00 million of capital expenditure to be approved. The ongoing revenue cost of these proposals, including borrowing costs, can be contained within the income generated from parking charges.

Legal:

Regular discussions are underway with the Pollok Advisory Committee in relation to any aspects of this proposal which come under the remit of the 1939 Agreement between the Maxwell family and National Trust for Scotland, and with the Maxwell Family in relation any aspects which relate to the 1966 Deed of Gift.

Traffic Regulation Order to be implemented.

Lease hold for a plot of ground at the new vehicular entry point to be extended.

These proposals are in line with the Council's Common Good policy. It is noted that expenditure for the Pollok Country Park estate, as a whole, is projected to continue to exceed income once the proposals set out within this report are implemented.

Personnel: Officers from Glasgow Life, Project Management and Design (Development and Regeneration Services), and Neighbourhoods and Sustainability are in place to progress this work.

Procurement: The procurement of a contractor to undertake works is required.

Council Strategic Plan: A Vibrant City

Outcome: Glasgow is a world class destination for tourism, culture, sport, events and heritage.

Priority 14: Refurbish and re-launch the Burrell Collection by improving the user experience for those visiting the Burrell Collection and wider Pollok Country Park.

Priority 15: Deliver the Glasgow Tourism and Visitor Strategy by promoting Pollok Country Park as a destination within a wider southside and city proposition.

A Sustainable and Low Carbon City

Outcome: Citizens use active travel, including walking and cycling.

Priority 55: Prioritise sustainable transport across the city by promoting sustainable transport access links into Pollok Country Park and discouraging private car journeys.

Priority 71: Promote and enhance our city's natural resources including nature reserves and public parks by investing in improving the access and user experience of Pollok Country Park.

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2017-22

The proposals seek to improve access to all and remove the barriers which currently prevent people from accessing the park. This supports the Council's ambition to reduce inequality.

What are the potential equality impacts as a result of this report?

Potentially positive impacts on those with a physical disability or sensory impairment, through access improvements are documented in the EQIA

screening form and will require to be monitored over the course of the project

Please highlight if the policy / proposal will help address socio-economic disadvantage.

The proposals seek to promote pedestrian/cyclist access and other forms of sustainable transport, specifically aiming to improve the ease of access for communities in Greater Pollok and Newlands/Auldburn which have zones of SIMD16 Most Deprived 15%. Low levels of car ownership in Glasgow are associated with other indices of deprivation. Making it easier to get to Pollok Country Park and the Burrell Collection for staff, visitors and volunteers by other forms of transport may help address socio-economic disadvantage.

Sustainability Impacts:

Environmental:

The proposals are anticipated to encourage a higher proportion of visitors travelling by sustainable transport and discourage cars, reducing the CO₂ footprint of the park and park visitors.

Social, including Article 19 opportunities:

The proposals will improve access to the park for pedestrians and cyclists, promote links to public transport, whilst also catering for those choosing to travel by car (and providing accessible parking to current standards). The proposals will remove barriers to accessing this valuable open space.

Economic:

The investment in the Burrell Collection and wider Pollok Country Park infrastructure is a key element delivering the growth in visitors to the city as set out in the Tourism and Visitor Plan.

Privacy and Data Protection impacts:

N/A

9. Recommendations:

9.1 It is recommended that the City Administration Committee:

- (a) note the contents of this report;
- (b) approve the creation of an integrated active travel and low carbon transport hub;
- (c) approve the proposed interventions to control vehicular access and parking;
- (d) approve funding of up to £3 million to deliver the works; and
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