



Glasgow City Council

Economy, Housing, Transport and
Regeneration City Policy Committee

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Neighbourhoods, Regeneration and Sustainability (NRS)

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Item 5

23rd April 2024

CITY CENTRE TRANSPORT PLAN UPDATE

Purpose of Report:

To provide an update on the development of key work within the City Centre Transport Plan - People First Zone concept, the City Centre Accessibility Audit , West Nile Street cycle route and an M8 Action Plan.

Recommendations:

It is recommended that the Committee:

- (i) Note progress on the development of the People First Zone concept;
- (ii) Note progress on the West Nile Street cycle route;
- (iii) Note progress on the City Centre Accessibility Audit; and
- (iv) Note the M8 Action Plan.

Ward No(s): 10

Citywide:

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

PLEASE NOTE THE FOLLOWING:

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1 Background

- 1.1 The Glasgow City Centre Transport Plan (CCTP) was approved at the Glasgow City Council (GCC) City Administration Committee on 1st December 2022 providing a clear framework for transport decision-making in Glasgow City Centre.
- 1.2 Key aims of the CCTP are as follows:
- Re-allocate road space within the city centre for active travel and green infrastructure
 - Deliver improved public transport and support/encourage a shift to more sustainable modes, particularly walking, cycling and public transport to support City Centre Strategy objectives
 - Improve access for the mobility impaired
 - Achieve a 30-40% reduction in peak-hour private car traffic in the City Centre by 2030
 - Deliver improvements for servicing (e.g. goods, deliveries and waste collection) to improve the vitality of the City Centre
 - Support a doubling of the City Centre's population by 2035
 - Support Glasgow's aim to be a net zero carbon city by 2030

People First Zone

- 2.1 The PFZ has been identified as a catalyst for change in the City Centre Transport Plan (CCTP) and is a key priority within Glasgow City Centre. The PFZ would create a people-friendly zone with quality streets with essential vehicular trip access. A more people-friendly city centre with enhanced public realm and civic space will increase its attractiveness as a place to live, work, visit and do business in, as well as supporting the city's goals to be net zero carbon by 2030 and doubling the residential population. High quality streets which prioritise people movement with a vibrant economy and thriving residential population will enhance Glasgow's attractiveness at local, metropolitan and international levels as per the [City Centre Strategy 2024-30](#).
- 2.2 Current evidence, for example from the [Glasgow Household Survey](#) highlights that the most common methods used to travel into the city centre are by public transport and active modes – by bus at 52%, by train at 29%, Subway at 19%, with 19% regularly walking, 6% cycling, and 22% driving a car / van. This highlights the case to enable roadspace to continue to be re-balanced and repurposed for wider footways, public realm, segregated cycle routes and greening, and to prioritise public transport – whilst continuing to support essential trips by vehicles where required.

- 2.3 To realise the People First Zone (PfZ) concept the key is to introduce a positive cycle of change, where the ongoing repurposing of road space continues to encourage more people to walk, cycle and use public transport. GCC secured funding through the Sustrans Places for Everyone (PfE) fund to develop the Outline Business Case and feasibility work.
- 2.4 As part of the PfZ initial assessment two strategic options were considered. **Option 1 - Restricted Vehicular access** – traffic is restricted at the edges of the People First Zone. Primarily enforced via ANPR cameras, all vehicles that need to enter the PFZ would require to be exempted from any restrictions.
- 2.5 This option was seen as closer to the initial aims of the initial PfZ proposal, to restrict access to all but essential vehicles. However, this has generated a significant number of delivery challenges that would have to be overcome, primarily:
- Number of new cameras and associated infrastructure required.
 - Cannot be delivered incrementally.
 - Substantial whitelist required, to apply for exemptions (residents, blue badge holders, goods vehicles etc.). This large number of exemptions requires significant back office staff.
 - High capital / revenue costs.
 - Higher risk of stakeholder challenge, potentially due to concerns that the city centre in this option would not be perceived as 'open for business' in addition to the LEZ.
 - Challenging to maintain vehicular access to multistorey car park and railway stations.
 - People coming to the city centre from a different town or city and wanting to access the PFZ by vehicle (e.g. blue badge holders) would need to register for an exemption in advance of their visit.
 - Blue badges are registered to a person and not a vehicle so are easily transferred making it a challenge to provide exemptions and also likely to result in appeals.
- 2.6 **Option 2 – No Through Access** - prevent or discourage through traffic within the People First Zone, whilst still allowing those vehicles requiring access (blue badge, residents, servicing etc.) to enter and exit primarily without the need for exemptions. This follows the principles that the car should feel like a guest in the PfZ, essential trips are permitted and roadspace is better utilized for people movement, whilst avoiding onerous regulation. This has emerged from the technical study as the preferred way forward due to lower capital and revenue costs, a shorter list of exempted users, greater scope for stakeholder buy-in and the ability to be delivered incrementally or build up to Option 1 over time if desired.

- 2.7 A number of strategic traffic management interventions have subsequently been assessed which would help reduce traffic through the central core and re-route traffic around the north and south of the city centre. Modelling work has been undertaken to test the options to determine their effectiveness and practicality and crucially to identify where roadspace would become available for repurposing.
- 2.8 For the PfZ to be successful it is also important to ensure that any changes are for the better and make women feel safe and included. Linking to Glasgow's feminist city approach, a Gender Safety Audit is being undertaken as part of the work and this is being managed and carried out by a small team of women transport planners & engineers, social impact and accessibility experts.
- 2.9 From the appraisal the key interventions that Officers would now wish to take further and explore funding opportunities for are set out in the following paragraphs.
- 2.10 **Ingram St Bus Gate** - A 7am-7pm timed bus gate restriction on Ingram Street between its junctions with Glassford Street and South Frederick Street. (7am – 7pm hours of operating in-line with existing bus gates on Union Street and Cochrane Street). This would prevent vehicles being able to travel eastbound through the city centre core. Access to Miller Street would still be maintained.
- 2.11 **George St Bus Gate** - A 7am-7pm timed bus gate restriction on George Street at its junction with North Frederick Street. (7am – 7pm hours of operating) in-line with existing bus gates on Union Street and Cochrane Street). This would further reduce traffic travelling through George Square but still enable access to Queen Street Station.
- 2.12 **West Nile Street southbound lane removal** - Removal of the southbound lane of WNS from its junction with Killermont St / Renfrew St to its junction with Bath Street. This would assist in the accommodation of a proposed new segregated cycle route.
- 2.13 **Traffic Signal Timing Amendments:** Increased green times for pedestrians where feasible with a view to moving traffic signals away from fixed time plans to variable time plans that can vary depending on traffic flows and reduce the time required for pedestrians to wait at traffic signals.
- 2.14 **Rebalancing streets** – To assist in managing vehicular trips into the PfZ, it is recommended that the number of parking spaces is reduced from the current 320 by approximately 30%. This would be in line with the CCTP which

highlights the need to reduce traffic demand through the reduction of on-street parking and also follows Glasgow's GTS [Spatial Delivery Framework](#) parking and kerbside user hierarchy for the city centre. The PFZ encourages less inefficient use of roadscape for on-street parking (whilst still accommodating some for those who need it), whilst encouraging vehicle drivers to use spare capacity within safe and accessible multi-storey car parks. Rebalancing street-space within the PfZ can help encourage modal shift to more sustainable travel options for those who are able, while also supporting the development of initiatives such as widened footways, cycle parking, or car club spaces. Alongside this, the Council will continue to work with public transport operators and SPT to encourage improved public transport access to the city centre.

- 2.15 **Improved Crossing Points** – This could be achieved by reducing the widths at pedestrian crossing points so that pedestrians have shorter crossing points where feasible, as well as making lane access crossings continuous and step free.
- 2.16 It is recognised that each of these options have their own challenges. Initial discussions have taken place with key stakeholders and the next stage is to seek funding to develop detailed designs and to take these interventions forward.
- 2.17 As part of the PfZ appraisal, already committed schemes and developments in the area have been taken into account, to identify if there are any gaps that should be taken forward to enhance the public realm and reallocate roadscape. This identified some key streets for future investment.
- 2.18 **Union Street / Jamaica Street Public Realm Enhancement:** The existing bus gate on Union Street has created the opportunity for streetscape enhancements which would sit well within the overall PFZ concept. Designs for public realm enhancement could therefore be progressed as an early PFZ intervention.
- 2.19 **Queen Street / Ingram Street Public Realm Enhancement:** The Ingram Street bus gate would open up an opportunity to enhance the public realm on both Queen Street and Ingram Street (from its South Frederick St junction to Queen St) as there would be a substantial reduction in general traffic within these areas. The new public realm could tie into the George Square Avenues work.
- 2.20 **Bath Street Public Realm Enhancement.** There is an opportunity to enhance the public realm on Bath Street particularly between Buchanan Street and Hope Street enabling this to tie into the Buchanan Galleries Masterplan.

2.21 The next steps for the People First Zone work are to explore applying for further external funding to progress traffic management options and public realm options under Option 2 above. The Council will also continue to explore opportunities for pedestrian only streets where feasible and where supported by the business community within the wider city centre. It should also be noted that there are substantive projects already underway in the city centre which will support a rebalancing of space for people. Depending on funding, delivery of interventions may be phased and it should be noted that any traffic management interventions are likely to take some time to develop and enact.

3 City Centre Accessibility Audit

3.1 The CCTP aim is that the city centre is a place where all users with limited or restricted mobility are able to enjoy safe and ready access. Within this it was identified that an Accessibility Audit for Glasgow City Centre would be beneficial to identify the barriers. This is often completed for large individual projects as part of the design process and this methodology was adapted to understand the key issues on a typical street.

3.2 Initial discussion at the Glasgow Accessible and Inclusive Design Forum (AIDF) received support for the Accessibility Audit, and the AIDF have been involved in the process alongside the organisation Living Streets.

3.3 Although this was primarily a desktop-based project, two audits were undertaken around streets near Glasgow Central Station with groups of disabled people, including wheelchair users and visually impaired people, to give their lived experience. The objective was to inform GCC on the typical barriers they encountered to walking and wheeling in Glasgow City Centre, and this then influenced the approach to the overall accessibility audit.

3.4 The accessibility audit work then covered the following elements:

- bus stops
- accessibility features associated with traffic signals
- dropped kerbs
- steps

3.5 Issues round general maintenance have not been covered as part of the audit, as the city centre is a constantly changing environment. However, any specific comments raised as part of the street audit are being conveyed to the appropriate GCC departments.

3.6 GCC has created a map that enables GCC officers to look spatially at key points around bus stops, traffic signals, dropped kerbs and steps. It also enables planned projects to be superimposed on the map, identifying areas where

funding is in place to proactively deliver improvements. It is hoped this map and the audit outputs generally will prove useful for Officers to make improvements incrementally as and when funding opportunities arise.

4 West Nile Street

- 4.1 Grant funding awarded from the Sustrans PfE Fund in 2024/25 was also secured to develop concept designs for the West Nile Street (WNS) cycle route which has been identified as a priority action in the CCTP. The external consultants appointed to undertake the PFZ work have also been tasked with undertaking the feasibility study and concept design elements of the WNS cycle route.
- 4.2 A segregated cycle route for West Nile Street was identified within the CCTP as an opportunity to provide a key north-south connection which would integrate with the proposed east-west segregated routes on Cowcaddens Road, Killermont Street, Sauchiehall Street, St Vincent Street and Argyle St. It would provide cyclists with an alternative to Buchanan Street pedestrian precinct.
- 4.3 External consultants were appointed to assist and have conducted a feasibility study which included a walkover across the study area. Preliminary options have been sketched and evaluated to ensure that the most appropriate design is progressed.
- 4.4 The appraisal assessed the feasibility of options for:
 1. With flow cycle lanes on either side of West Nile Street
 2. A Bi-directional cycle lane on the western side of West Nile Street
 3. Bi-directional cycle lane on the eastern side of West Nile Street
- 4.5 The assessment has concluded that a bi-directional segregated cycle route would be the preferred option as it still enables opportunities for parking and loading. To be most beneficial, it would be primarily be located on the east side but crossing to the west side at Killermont Street.
- 4.6 A connection on Mitchell Street to connect to the Argyle Street Avenue and associated segregated cycle infrastructure was also assessed. This concluded that due to space constraints it would not be feasible to provide segregated cycle facilities and that a cycle street, which conveys a sense of cycle user priority within a mixed street environment and for motor traffic to be treated as 'guests' within this environment should be considered.
- 4.7 Engagement activities have been undertaken with GCC officers, local businesses and institutions in the vicinity of the proposed cycle route. The purpose of this engagement exercise was to help inform the design process

and highlight potential conflicts or issues that may need to be addressed during the design stage.

- 4.8 Initial discussions have taken place with key stakeholders and the next stage, subject to seeking further funding, would be to undertake wider public consultation and those directly affected with the proposals and detailed designs before taking any intervention forward.

M8 Action Plan Update

- 5.1 The issues around the M8 have been well documented and captured in our core policy documents. Glasgow's City Centre Transport Plan recognises the impact the M8 has on the city centre's setting and placemaking. The Council met with Transport Scotland in 2023 to discuss the Council Motion on this topic, and this is documented in the relevant [committee report](#) from September 2023.
- 5.2 As per para 3.12 of the aforementioned committee report, an Action Plan for short, medium and long term aspirations has been prepared that covers key Council plan and strategy aspirations that interact with the M8. Details of these can be found in Appendix 1. These actions include the smaller scale projects which GCC are committed to deliver to help begin to address some of the severance issues created by the M8 and its junctions. It should be noted however that outwith existing committed projects, further funding is required to deliver on this Action Plan and further partnership working with Transport Scotland.

6 Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	The PFZ, Accessibility Audit and West Nile St feasibility work have been funded by the Sustrans Places for Everyone Fund. Further funding requires to be sought to take these projects forward.
<i>Legal:</i>	No legal issues.
<i>Personnel:</i>	No direct personnel issues
<i>Procurement:</i>	Any external resources will be procured through the Scotland Excel Framework

Council Strategic Plan: Deliver sustainable transport and travel aligned with the city region – **Mission 1, Grand Challenge 3.**

Become a net zero carbon city by 2030 –
Mission 2, Grand Challenge 3.
Create safe, clean and thriving neighbourhoods
– **Mission 1, Grand Challenge 4.**

Equality and Socio-Economic Impacts:

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

Generally supportive of the stated outcomes

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.

Improve access for all including disabled users. Safer streets through reallocated roads and public realm placemaking opportunities making it more attractive for people to work, live and visit. Active travel opportunities promoting better health. Private car traffic limited thus tackling congestion, improving air quality and improving bus service journey times and reliability.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

Action 22 – Explore options to utilize the ongoing development of the city centre, Glasgow's Low Emission Zone to contribute towards carbon reductions from transport

Action 51 – Deliver a comprehensive active travel network, incorporating the spaces for people measures and enabling 20-minute neighbourhoods

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

Reduction in carbon emissions, improvement to air quality and biodiversity enhancement opportunities through planting of trees. Greater opportunities to support and encourage sustainable modes of transport

Will the proposal contribute to

Yes

*Glasgow's net zero
carbon target?*

**Privacy and Data
Protection Impacts:**

Are there any potential No
data protection impacts
as a result of this report

If Yes, please confirm that N/A
a Data Protection Impact
Assessment (DPIA) has
been carried out

7 Recommendations

- 7.1 It is recommended that the Economy, Housing, Transport and Regeneration City Policy Committee:
- (i) Note progress on the development of a more detailed People First Zone concept;
 - (ii) Note progress on the West Nile Street cycle route
 - (iii) Note progress on the City Centre Accessibility Audit; and
 - (iv) Note the M8 Action Plan

Appendix 1 M8 Action Plan

This table sets out aspirations for action to reduce the impact of the M8 on communities from Glasgow City Council plans and strategies. It should however be noted that much of this still requires allocated workstreams and funding. Further partnership working with Transport Scotland is also required in relations to asks under their control, and any relevant consents needed.

Project Location	Project	Budget allocated	Complete	GCC policy source
Anderston Crossing at Anderston Station	Complete: Upgrade to the planting scheme and enhance the lighting under the motorway viaduct.	Yes	2023/24	Broomielaw District Regeneration Framework (DRF)
Mural at Underpass at Scott Street	Complete: To enhance the underpass active travel route between Woodside and Garnethill	Yes	2023/24	Sauchiehall and Garnethill DRF
Anderston Crossing at Anderston Station	Planned & funding sourced for delivery: To enhance the public realm between the Argyle Street Avenue and Argyle Street and improve pedestrian connectivity.	Yes	2024/25	City Centre Strategy – Avenues City Centre Strategic Development Framework (SDF)
Vibrant Woodside Viaduct	In design: Explore short and long term activation opportunities which will reduce the sense of severance created by the M8. This will also connect the city centre to Woodside and all the investment that is going into this area.	Design- Yes Delivery - No	2026/27 and subject to funding being sourced	Cowcaddens DRF
Underline	Enhance the underpass and connect it to the Avenues at Cowcaddens road. This will involve the creation of a delineated active travel route and the provision of lighting and other place making interventions which will enhance connectivity. These will link to other actions around the development of an Art garden at	Phase 1 (Cambridge St) – Yes Phase 2 (New City Road) - No	Based on TS repair timetable and subject to funding being sourced	City Centre Strategy - Avenues

Project Location	Project	Budget allocated	Complete	GCC policy source
	Stow College and the regeneration of China Town. To explore in 2 phases - Phase 1- Cambridge St and Phase 2-New City Road.			
Dobbies Loan and Pinkston Connectivity	Improve the public realm around the junction at Dobbies Loan and to the Canal at North Canal Bank Street with particular emphasis on active travel connectivity, and Dobbies Loan Avenue. Progress greater walking, wheeling and cycling, and activate / enhance the underpass.	Partial – tbc.	Subject to full funding being sourced	City Centre Spatial Development Framework (SDF), North Glasgow SDF
Under the Kingston Bridge	Transform the space beneath the M8 Kingston Bridge viaduct into a positive, landmark destination that brings people together rather than act as an urban barrier and forms an important part of the River Park. Project should aim to also improve pedestrian, wheeling and cycle connections from west to east along the riverside and from east/SEC campus to Argyle and Bothwell Streets.	No	Subject to funding being sourced	South Central Development Framework, City Centre SDF, Broomielaw DRF (River Park), City Centre Strategy
Paisley Road under Junction 20	Improve walking and cycling connections on Paisley Road and M8 underpass to reconnect neighbourhoods (Kinning Park, Kingston, Tradeston) and improve access to services and amenities by local communities. Key gateway and priority connection.	No	Subject to funding being sourced	South Central Development Framework, Glasgow's Active Travel Strategy, City Centre SDF

Project Location	Project	Budget allocated	Complete	GCC policy source
Shields Road under Junction 22	Improve walking and cycling connections on Shields Road and M8 underpass to reconnect neighbourhoods (Kinning Park, Tradeston, Pollokshields East) and improve access to services and amenities by local communities. Key gateway and priority connection.	No	Subject to funding being sourced	South Central Development Framework
Rationalisation of Junctions 15 to 21	Explore opportunities to rationalise / redesign all junctions to reduce the number of slip roads servicing the city centre, enhance walking, wheeling, cycling priority and explore opportunities to reduce the severance impact For all junctions, reconfiguration of crossings for greater walking, wheeling and cycling priority to minimise severance impacts and enhance active travel 'gateways' . Extend Avenues under /over and beyond M8 for more seamless pedestrian/active travel connections. Green crossings and address poor environmental quality.	No	Subject to funding being sourced	DRF Frameworks, City Centre SDF
Connecting Woodside	The Connecting Woodside project will deliver a segregated cycle track on St George's Road and reconstruct the Charing Cross junction, connecting the existing routes on Sauchiehall Street Avenue and Garscube Road. The works are scheduled to be constructed from June 2024 to May 2025.	Yes	2024/25	City Centre Transport Plan, Active Travel Strategy

Project Location	Project	Budget allocated	Complete	GCC policy source
Junction 15 - Connectivity	<p>The Liveable Neighbourhoods proposal is designed to simplify walking and cycling routes through the Junction 15 area improving important connections to the city centre. The proposals will also help to improve perceptions of personal security by removing the need to use some underpasses, and concentrating pedestrian and cycle flows on fewer routes, increasing natural surveillance. Design interventions include widened footways, bi-directional cycle paths and signalised junctions at the motorway on/off ramps and access to the Alexandra Parade bus stop</p>	No	Subject to funding being sourced	City Centre Transport Plan, Liveable Neighbourhoods programme
Junction 14 - City Network and Liveable Neighbourhoods	<p>The Liveable Neighbourhoods proposal is designed to simplify walking and cycling routes through the Junction 14 area improving important connections to the Dennistoun/Royston. The proposals also will help to improve perceptions of personal security by improving walking infrastructure with a redesign of the blocked walking route and access to each neighbourhood. Design interventions include widened footways through redesign of bridge abutment, bi-directional cycle paths and signalised junctions at the motorway on/off ramps and access to the Viewpark</p>	No	Subject to funding being sourced	Liveable Neighbourhood Programme, Active Travel Strategy, Glasgow Strategic Plan 2017 - 2022

Project Location	Project	Budget allocated	Complete	GCC policy source
Junction 13 - Connectivity	Liveable Neighbourhood proposal to improve walking and Cycling from Blackhill to Provan Rd connecting into Alexandra Park and the City Network (phase 1 Inner North) at Cumbernauld Road.	No	Subject to funding being sourced	Liveable Neighbourhood Programme, Active Travel Strategy, Glasgow Strategic Plan 2017 - 2022
Junction 12 - Connectivity	Part of Flourishing Molendinar Project - Bi Directional Cycle infrastructure on Cumbernauld Rd connecting Blackhill to Riddrie (Smithycroft High School)	TBC (ATIF)	Subject to funding but planned for 24/25	Liveable Neighbourhood Programme, Active Travel Strategy, Glasgow Strategic Plan 2017 – 2022
Strategic Assessment of M8 and future improvement plan	An assessment of the M8 should be undertaken in partnership with Transport Scotland to explore its strategic movement function and opportunities to improve its impact on the city centre motorway corridor environs. A subsequent strategy for the improvement of the M8 as per the City Centre SDF should be developed.	No	Subject to funding being sourced	City Centre SDF

Project Location	Project	Budget allocated	Complete	GCC policy source
Collaborative working among transport authorities and operators	Support collaborative working between the City Council, Transport Scotland, SPT, Network Rail and other key partners, operators and users to explore how the City's transport networks and systems can adapt and improve to achieve the SDF's placemaking ambitions for the City Centre.	No	A process for ongoing collaborative dialogue to be established	City Centre SDF

A number of asks have been put to Transport Scotland in 2023 as follows, which GCC is awaiting feedback on:

- Reduce Traffic Speed and Redirect through traffic to reduce traffic volumes along the city centre M8: Explore opportunities to reduce the M8 traffic speed between junctions 15 & 21. Amplify the current messaging for strategic through traffic to avoid the works at Anderston and explore to opportunities to re-time, re-mode, re-duce, re-route traffic on the M8.
- Greening & Soft Landscaping: Explore opportunities for greening along the M8
- [STPR2](#) Recommendation 14 – Provision of strategic bus priority measures: Continue to explore this STPR2 recommendation that “bus priority options are implemented within Scotland’s cities and towns where congestion is highest and that bus priority measures continue to be identified and implemented on the motorway trunk road and motorway network. Within the local networks these could be taken forward using the Bus Partnership Fund process.”