

City Network and Liveable Neighbourhoods: Programme Review

January 2026



Executive Summary

Glasgow City Council's [City Network \(CN\)](#) and [Liveable Neighbourhoods \(LN\)](#) programmes were established in 2021 as core components of the city's approach to Connectivity, People and Place, underpinned by both the Glasgow Transport Strategy and Active Travel Strategy. Following Transport Scotland's shift to a new annual funding model from 2025 - the [Active Travel Infrastructure Fund \(ATIF\)](#) - the Council undertook a comprehensive review of the existing CN and LN programmes to:

- Respond to the restructuring of national active travel funding.
- Reduce delivery risks associated with fragmented, multi-year project pipelines.
- Maximise the deliverability, coherence and impact of active travel investment.
- Identify how CN and LN can be aligned and delivered more efficiently.

This review determined that the change to the external funding model has created delivery risks for future CN and LN projects, meaning the existing delivery plans must be revised to ensure projects remain deliverable, strategically aligned, and competitive for future funding bids and investment.

It is therefore recommended that a revised approach to delivery is developed and a set of core outcomes were identified to guide the reshaping of the programmes, while ensuring the original vision of both CN and LN is retained. The core outcomes are as follows:

- **Outcome 1 – Maximise City Network Deliverability**

A new approach to delivery which will provide: a **23.57 km inner orbital** route connecting the city core; **30.87 km of priority spokes** extending out into communities; and increased prioritisation of strategic corridors and network continuity.

- **Outcome 2 – Establish a New Pathway for Liveable Neighbourhoods**

A new approach to delivery which will see LN interventions be delivered **alongside CN corridors**, where alignment exists (e.g., crossings, greening, safer school routes, accessibility improvements). Additional funding sources have also been explored to support non-CN-adjacent neighbourhood interventions.

- **Outcome 3 – Create a Unified Programme: ‘Connecting Glasgow’**

Outcomes 1 and 2 will form a new single delivery framework, unifying CN and LN, called ‘Connecting Glasgow’ – superseding the 2023 CN Delivery Plan. ‘Connecting Glasgow’ will cover the period to 2032 and provide a **rolling pipeline** of design and construction-ready projects which will focus on the delivery of orbital and spoke routes in alignment with annual ATIF cycles, expediting severance reduction where possible.

Delivery of the City Network and Liveable Neighbourhoods programmes under the ‘Connecting Glasgow’ model will see:

- Quicker realisation of a complete active travel network.
- Earlier safety and connectivity benefits for residents.
- Stronger, more competitive funding submissions.
- Greater alignment between strategic corridors and neighbourhood priorities.
- A more resilient and flexible delivery model in response to national funding changes.
- Improved governance and community engagement processes.

To implement this revised approach, the Council will take the following next steps:

- Establish a ‘Connecting Glasgow’ Delivery Framework
- Establish a Connecting Glasgow Programme Board
- Finalise indicative sequencing of delivery
- Accelerate design readiness—including TROs and statutory consents
- Prepare robust ATIF funding applications and progress alternative funding routes for LN proposals.

It is important to note that this new framework has been specifically developed to prioritise key areas for delivery over the period to 2032. The wider City Network will still be developed and delivered within the original anticipated timeframe. This review does not reduce the ambitions of the City Network which the Council commit to delivering approximately 270km of segregated cycle routes across the city. This report provides all relevant background documentation, methodology and outcomes which have been undertaken as part of the workstream. The document should be viewed alongside the final published Delivery Plan.

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1.0 Introduction

Glasgow City Council's [Active Travel Strategy](#) (ATS) sets out the vision to make active travel the natural first choice for everyday journeys and defines how active travel contributes to city's transport needs, and to more positive outcomes for climate, health and social equity. In recent years, delivery of the ATS has included two major and complementary workstreams – **City Network (CN) and Liveable Neighbourhoods (LN)**. Considering the complementary nature of both workstreams and changes to the national funding model, it was deemed prudent to undertake a holistic review of each programme with a goal of building on the progress made to-date and streamlining their delivery.

This review comes as a major change for active travel infrastructure funding and delivery in Scotland was announced in November 2024, with the introduction of the Active Travel Infrastructure Fund (ATIF). The outcomes of the review are designed to ensure successful advancement of the planned outcomes of the CN and LN programmes, to secure funding for delivery from ATIF and identify additional funding sources as required.

The key recommendation is a revised delivery framework which unifies the CN and LN programmes under the umbrella scheme of '*Connecting Glasgow*'.

It is important to note that this new framework has been specifically developed to prioritise key areas for delivery over the period to 2032. The wider City Network will still be developed and delivered in time. This review does not reduce the ambitions of the City Network which the Council commit to delivering approximately 270km of segregated cycle routes across the city.

This report provides all background and methodological information behind the revised programme and should be read alongside the published revised Delivery Plan.

1.1 Programme Context

The climate emergency, as recognised by Glasgow City Council's declaration in 2019, has brought attention on transport to the fore. Around a third of the City's carbon emissions are from transport, and in particular private cars. Given this backdrop, a modal shift to sustainable travel modes is vital for the City's contribution to the fight against the climate crisis.

Glasgow City Council has committed to being a Net-Zero Carbon City by 2030; targeting a reduction in vehicle km travelled of 30% by 2030; and to 'Vision Zero', where no-one is killed or seriously injured on our roads, streets, cycle ways and footpaths.

The overarching [Glasgow Transport Strategy \(GTS\)](#) and 'daughter' strategy the [ATS](#) set out transport policies and related actions to deliver on these commitments. CN and

LN are two of the Council's foundational programmes for sustainable transport, and direct outputs of the GTS and ATS, which aim to advance active travel provision and support walking, wheeling and cycling for everyday journeys.

1.1.1 City Network

The [CN](#) is an ambitious network plan comprising of 270km of on-road protected cycle routes and footway enhancements across the city, providing accessible, safe, direct and comfortable journeys. It will connect Glasgow's communities with education, business, retail, culture and greenspaces. The programme aims to:

- Enable direct, clear active travel journeys to everywhere in Glasgow for everyone in Glasgow.
- Eliminate traffic danger as a reason not to cycle.
- Improve ability of Glasgow's road network to enable movement of people and goods.
- Be usable all year round.
- Encourage demographic use which is representative of Glasgow (e.g. 50% women).
- Provide easy access to Glasgow's green network of canals and rivers, parks and old railways.

Delivery of the CN infrastructure is ongoing, and the programme is planned to expand across the city. This was initially outlined in a phased 10-year programme contained within the [City Network Final Delivery Plan](#), published in 2023.

1.1.2 Liveable Neighbourhoods

The [LN](#) programme develops interventions with the aim of reinvigorating the city's neighbourhoods and local high streets, making them more attractive to socialise, play, shop locally, and move around. The programme is planned around four themes: 'Local Town Centres', 'Everyday Journeys', 'Active Travel', and 'Streets for People', and aims to provide:

- Healthy more resilient places that allow people of all ages and abilities to thrive in their local area.
- Accessible places where people can meet their daily needs and services in a sustained manner.
- Better connect places helping to reduce the city's dependency on cars by making walking, cycling and public transport the first choice.

Underpinning the concept is the delivery of complementary active travel infrastructure within (liveable) neighbourhoods, such as school streets, quiet-routes and filtered permeability, to create safe and accessible pathways for walking, wheeling and cycling that connect neighbourhoods to the strategic cycling network. The LN programme

divides the city into six tranches, with the first three tranches having been completed to concept design (RIBA Stages 0-2) between 2021-25.

Work on the CN and LN programmes has been ongoing since 2021, using funding primarily secured from the Scottish Government. In 2024, a major change for active travel infrastructure funding and delivery was announced by Transport Scotland and a new fund (the Active Travel Infrastructure Fund) became active in November 2024.

1.2 Programme Review Aims

This review builds on the positive progress made to date and aims to:

- Ensure the Council can continue to deliver on the planned outcomes of the CN and LN programmes
- Ensure the Council’s active travel programmes align with the new national funding and delivery model for active travel infrastructure in Scotland
- Mitigate risks to the delivery of active travel infrastructure arising from changes to external funding
- Ensure successful advancement of the programmes to secure funding for delivery.

1.3 Programme Review Methodology

The Council undertakes continuous monitoring and evaluation of its policies, programmes and projects. This review has been carried out, with special consideration assigned to the changing funding model and introduction of the Active Travel Infrastructure Fund.

The steps involved in the planning and undertaking of the review are outlined in **Figure 1**.

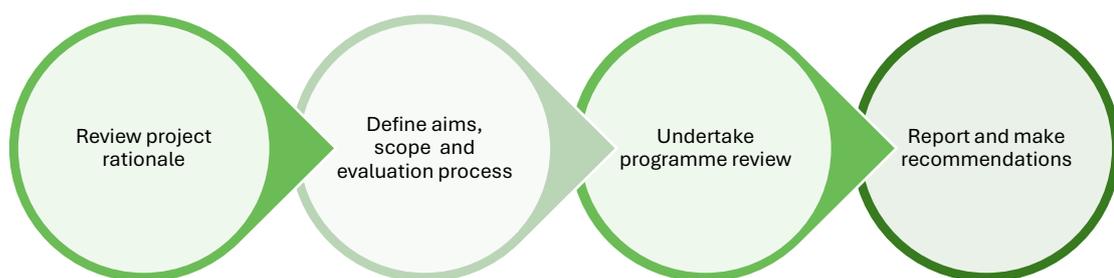


Figure 1 - Programme Review Process

The key activities involved in the programme review were:

- An evaluation of the existing City Network Delivery Plan, Liveable Neighbourhood Plans and associated GIS resources.
- An evaluation of the key changes to the external funding landscape and understanding of the risks associated with maintaining the existing delivery plans with the introduction of ATIF.
- An evaluation of the current policy landscape and the key linkages to both programmes.
- A review of the rationale for both programmes and priority areas for delivery.
- Development of a revised approach to delivery of the City Network, reflecting the new funding constraints.
- An assessment of opportunities for the co-delivery of both programmes, aligning Liveable Neighbourhoods interventions with the revised approach to deliver the City Network.
- A review of existing cost plans (where available) and calculation of costs for the revised delivery approach.

The key recommendation is a revised delivery framework, designed to provide greater flexibility in delivery phasing and to better reflect the funding landscape in 2026 and beyond. The revised delivery framework does not remove or diminish the wider City Network commitments but rather prioritises key areas for delivery until 2032.

A GIS portal has also been established for use by the Council and external partners to lever delivery opportunities and enhance interaction with the programmes.

2.0 Background and Policy Justifications

2.1 Overview

The delivery of active travel infrastructure and overall improvements for those walking, wheeling and cycling has been mandated in national, regional and local policy and in consultation with Glasgow's communities.

There is widespread recognition of the benefits of active travel, not limited to improvements to physical, mental and social health; improved air quality; reduced road danger; and increased community cohesion, which will help to address some of Glasgow's long-standing issues which often see healthy lives, good jobs and access to opportunities spread unevenly across our communities.

2.2 Policy Context

2.2.1 Glasgow's Transport Policy and Plans

A suite of strategic documents has been produced by Glasgow City Council to outline transport policies and related actions, and to influence and direct transport-related decision-making up to 2030. Mode, area and theme-specific policy documents and plans are nested under the GTS, with a collective aim to create a modern, resilient and sustainable transport system for Glasgow, to help transform the city into a more inclusive, liveable and attractive place for residents, businesses and visitors. Active travel is a key consideration as part of this network.

Glasgow's key transport policies and plans are outlined in **Figure 2**. Crucially, this features the City Network Delivery Plan and Liveable Neighbourhoods Programme.

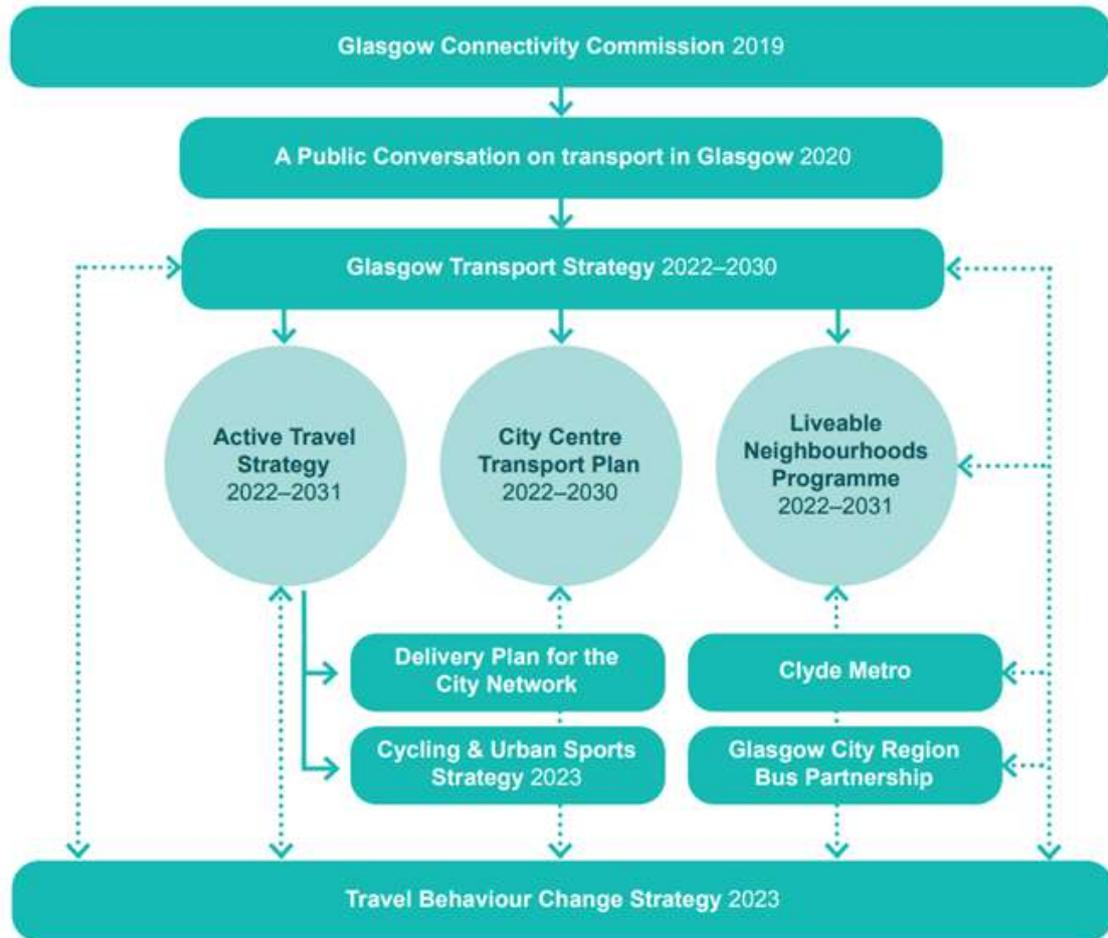


Figure 2 - Glasgow's Transport Policy and Plans

The CN and LN programmes are embedded within each of these transport policies and plans, as follows:

	Strategic Vision	Key Outcomes for City Network	Key Outcomes for Liveable Neighbourhoods
 <p>Glasgow Transport Strategy</p>	<p>“A sustainable transport system for people and for goods, which is affordable and inclusive, accessible and easy to use, clean and safe, integrated and reliable.”</p>	<p>Policy 16: Deliver a comprehensive city network for cycling as well as local cycling networks through Liveable Neighbourhoods workstreams.</p>	<p>Policy 1: Glasgow City Council will deliver the concept of 20-minute neighbourhoods primarily through planning and economic policies, and in collaboration with local communities and stakeholders to create liveable neighbourhoods [cont.]</p> <p>Policy 2: The Council will aim to audit the provision of local services and facilities in Liveable Neighbourhoods as this concept develops [...] to ensure people benefit from access to affordable and quality services, goods and facilities locally.</p>
 <p>Glasgow's Active Travel Strategy</p>	<p>“Walking, wheeling and cycling will be the first and natural choice for everyday journeys, for people of all ages and ability, to travel locally to schools, to shops, to work, or to the city centre.”</p>	<p>Policy Theme 1: ‘Connectivity, People and Place – Rebalancing our streets and spaces’ - the necessary changes to the physical environment required to support more walking, wheeling and cycling.</p> <p>Policy Theme 2: ‘Unlocking Change - Enabling everyone to walk, wheel and cycle’ - unlocking new active journeys by providing people with confidence through training, engaging with under-represented groups to ensure equity of access and working collaboratively with organisations.</p> <p>Policy Theme 3: ‘Thinking Differently – Encouraging, motivating and sustaining change’ - further encouraging and motivating people to remain on the behaviour change pathway so levels of active travel continue to grow and are sustained.</p>	



City Centre
Transport
Plan

ACCESSIBLE

Glasgow: “Our 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”

WALK Glasgow: “Our aim is that walking should be the main way of travelling around the city centre and connecting to adjacent neighbourhoods.”

CYCLE Glasgow: “Our aim is that more people choose to cycle into and around the city centre and connecting to adjacent neighbourhoods.”

Priority Actions for Accessibility:

Encourage use of cycle lanes and reduce inappropriate use of footways.

Priority Actions for Cycling: An ‘Active Travel first’ city centre core (People First Zone); Strategic repurposing of the road network to prioritise active travel; A network of north-south and east-west routes with good connectivity to wider districts and the River Clyde corridor; Provision of high-quality cycling network for travel within and to/from the city centre that provides continuous networks.

Priority Actions for

Accessibility: Create more ‘Liveable Streets’ with reduced traffic levels, wider pavements & reduced street clutter.

Priority Actions for Walking: A ‘people first’ City Centre core; An integrated network of pedestrian priority avenues prioritising active travel.

Liveable
Neighbour-
hoods
Programme

“To transform the City’s streets, spaces and neighbourhood areas, ensuring everyday journeys made by active travel become the norm and allowing all citizens the equal opportunity to participate in the social and economic life of the City.”

Theme 3: Active Travel - Enabling active travel within neighbourhoods and connecting them to the City Network.

Theme 1: Local Town Centres - Strengthening local centres to meet their everyday needs of the communities locally and bring vibrancy, activity and jobs.

Theme 2: Everyday Journeys - Improving the quality of journeys that are part of everyday life e.g. the daily commute; the ‘school run’ or the trip to the shops.

Theme 3: Active Travel - Enabling active travel within neighbourhoods and connecting them to the City Network.

Theme 4: Streets for People - Promoting a better balance between vehicles and people by working with local communities.

Delivery
Plan for the
City
Network

“To create high quality, pleasant, dense cycle infrastructure designed to comply with updated Cycling by Design guidance (Transport Scotland, September 2021). The City Network will enable easy cycling across

Network Prioritisation Principles:
Socially Just - Ensure low-income areas of Glasgow are part of the growing network.

Network in Place - Build on existing and Spaces for People routes to quickly deliver a localised network which can be expanded upon.

Network Prioritisation Principles:

Modal Shift - Enable more people to choose active travel for everyday journeys.

Access - Ensure routes provide access to destinations such as schools and medical centres.

Glasgow and to neighbouring towns, green spaces/routes and public transport.”

Modal Shift - Enable more people to choose active travel for everyday journeys.

Access - Ensure routes provide access to destinations such as schools and medical centres.

Liveable Neighbourhoods - City Network Projects outlined and co-created as part of the Liveable Neighbourhoods process.

Liveable Neighbourhoods - City Network Projects outlined and co-created as part of the Liveable Neighbourhoods process.



Travel
Behaviour
Change
Strategy

“Making radical changes to the way people and goods move around our city as part of developing a resilient future-ready and sustainable transport system for Glasgow. In turn this will help to transform the city into a more inclusive, liveable and attractive place for residents, businesses and visitors. Positive

Strategy Aims:

- Support the infrastructure and service changes our new transport strategies will bring about.
 - Promote usage of new infrastructure and improved transport services to increase their overall impact and help deliver on the outcomes for the City.
 - Improve the diversity of the users of new and improved infrastructure and services.
 - Help tackle the broad range of issues identified in our transport-related consultations, responding to barriers to sustainable or active travel.
 - Prepare the public for changes across the City through effective communications.
 - Achieve significant modal shift to sustainable, low/no carbon transport.
 - provide an overarching framework for internal transport-related project streams.
-

impacts will be made on health, wellbeing, and economic activity.”

- Guide collaborative working with partner organisations delivering in communities.



Cycling &
Urban
Sports
Strategy

“To create a vibrant city where cycling and wheeled urban sports activities are accessible, inclusive, safe and attractive to all.”

Strategy Aims:

- Develop cycling and wheeled urban sports infrastructure through investment in people, place, and programme and by working with partners.
 - Support and grow the diverse range of cycling and wheeled urban sports cultures that already exist in the city.
 - Support continued development of, and participation in, cycling and wheeled urban sports at all skill levels.
 - Seek opportunities to incorporate cycling and wheeled urban sports provision in both existing and planned development of the city.
-

2.2.2 Linkages to Other Plans and Policies

The Scottish Government outlines a strong ambition for increased levels of walking, wheeling and cycling, and promotes active travel and the use of public transport in preference to single occupancy car use. The Sustainable Travel Hierarchy is embedded in the National Transport Strategy (National Transport Strategy 2) and, accordingly, assigns priority to walking and wheeling, followed by cycling.

Transport policy and plans cannot be developed in isolation and they connect to many other policy areas in society, including health, equality, environment, economic development and land-use planning. The plans and policies below represent some of the most important at the national, regional and local levels which have influenced the development of the CN and LN programmes, and which are guiding their review.

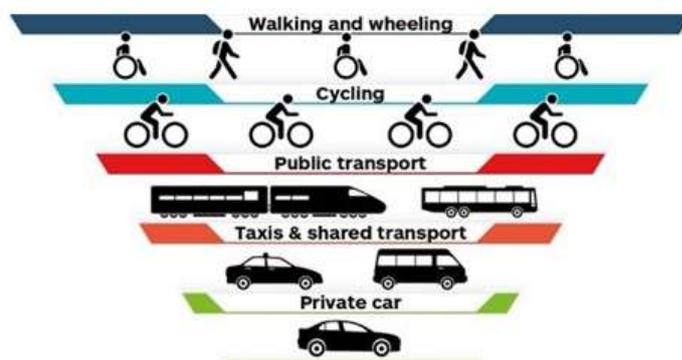


Figure 3 - Sustainable Travel Hierarchy (Transport Scotland (2020) National Transport Strategy 2)

<p>Health and Wellbeing</p>	<p>A More Active Scotland: Scotland’s Physical Activity Delivery Plan (2018) Let’s Get Scotland Walking: The National Walking Strategy (2019) Cycling by Design (2021) Glasgow’s Road Safety Plan (2020) Glasgow Open Space Strategy (2020)</p>
<p>Inclusion and Equality</p>	<p>The Fairer Scotland Duty (2018) Glasgow Strategic Plan (2022)</p>
<p>Climate and Environment</p>	<p>Scotland’s Climate Change Plan (Draft, 2025) Just Transition: Plan for Transport in Scotland (Draft, 2025) Transport Scotland Carbon Management Plan 4th Edition (2022-2027) Glasgow’s Climate Plan (Draft, 2025)</p>
<p>Wealth and Inclusive Growth</p>	<p>Scotland’s National Strategy for Economic Transformation (2022) National Planning Framework 4 (2023) Glasgow City Region Economic Strategy (2021) Glasgow City Development Plan & Glasgow City Development Plan 2 Connecting Glasgow (2019)</p>

2.3 Public Consultation

2.3.1 'A Public Conversation on Glasgow's Transport Future', 2020

To help inform the development of Glasgow's transport strategies, a citywide public engagement exercise, '[A Public Conversation on Glasgow's Transport Future](#)', was facilitated by the Council during Autumn 2020. The exercise presented baseline information to the public and asked for views on key questions related to the vision and aspirations for transport in Glasgow. The aim was to gather views from the public around how the city's transport can:

- Enable everyone to travel in a clean and sustainable manner, helping Glasgow to become a carbon-neutral city by 2030.
- Give everyone access to opportunities, helping to reduce poverty and deprivation and improve our health and wellbeing.
- Drive and support inclusive economic success across the city.
- Help make every neighbourhood more liveable, including the city centre.

Analysis demonstrated that almost 60% of survey respondents would consider walking or cycling rather than using their car for shorter journeys (up to approximately 2 kilometres). As approximately 50% of journeys in Glasgow are less than 3 kilometres, this represents a huge opportunity to reduce carbon emissions.

[Key messages](#) received from the Public Conversation were:

- Over 50% disagreed that the transport system in Glasgow was adequate for their needs.
- People generally agreed with the key problems the Council presented in the Public Conversation, and the top transport problems people themselves mentioned related to lack of safe places to cycle; quality, reliability and connectivity issues with public transport (particularly buses), high cost of public transport (particularly buses) and lack of integration in the public transport system including ticketing.
- Respondents generally supported the reallocation of roadspace in Glasgow in favour of sustainable modes of travel (56% strongly agreed and 20% agreed).
- Amongst the most commonly raised solutions to tackling transport problems people would like to see included more segregated cycleways / safer places to cycle, integrated and smart public transport ticketing and systems, cheaper or free public transport, changes to public transport governance, more and better fixed link public transport, promotional and behaviour change campaigns, more restrictions on traffic, better environments for walking, better bus services and better access to bikes and cycling support.

2.3.2 City Network Engagement, 2024/25

To help inform the development and design of the City Network programme, engagement with the public and stakeholders was conducted throughout 2024/25.

Feedback and suggestions were provided in relation to the following themes and can be summarised as follows:

- **Routing**
 - Routes must support everyday journeys for residents and connect local communities to amenities
 - Routing should consider gradients and level of exposure to the elements (particularly wind)
 - Routes should support multi-modal journeys and not just commuter routes.

- **Placemaking & Supporting Features**
 - Supporting infrastructure should be provided at key points along the routes, including example bike repair stations, stopping/ rest points, water refill stations, suitable storage and secure cycle parking for a range of bicycle types including adapted bikes.
 - Provide Help/ Call Points to support safety and security.
 - Provide cycle parking at tenement flats/ residential areas, including for residents' visitors.
 - Include a wayfinding strategy.
 - Create branding to build identity and user confidence and use in wayfinding infrastructure.
 - Connect to green spaces and parks.

- **Behaviour Change & Modal Shift**
 - Promote the City Network and how it should be used through educational campaigns and public information.
 - Promote wayfinding and network routes.
 - Provide infrastructure which supports and promotes cycling to school to encourage active travel from a young age + support schools to encourage active travel as a means of getting to and from school.

- **User Experience**
 - Implement design and accessibility standards for pedestrians.
 - Consider appropriate spacing for pedestrian crossings.
 - Consider interactions between pedestrians and cyclists to assist with safety and consider reduced speeds for vehicle traffic.
 - Provide consistent infrastructure and design parameters to create intuitive behaviour for cyclists, pedestrians and drivers at points of conflict e.g. junctions, side roads and crossing points.
 - Enforce parking and bus lane restrictions to keep active travel routes operational and free of obstruction.
 - Avoid signal timings which create delays to bus journeys.

- **Implementation & Maintenance**

- Phasing should be carefully considered to ensure the routes connect and have impact from the outset.
- Traffic Management during the works are often focused on vehicle flow to the detriment of cyclists and pedestrians.
- Ensure there is sufficient budget to maintain the Network to a high standard.

The outcomes from this phase of engagement were as follows:

- Undertake a Lessons Learnt review of the sections of the City Network, installed to date, to allow outcomes and results to add valuable lessons to future design phases.
- Prepare a design guide for the City Network outlining material palette, approach to SUDs, connections to railway, subway and bus networks, interfaces with bus stops, junctions, pedestrian crossing points and schools. Prepare design ethos for the cycle parking, storage, wayfinding, stopping points and help points.
- Develop a City Network brand which is recognisable and translatable to digital content as well as physical infrastructure.

2.3.3 Liveable Neighbourhoods Engagement, 2021-2025

To help inform the development and design of the Liveable Neighbourhoods programme, engagement with residents, community groups and schools and colleges, amongst others, was conducted in local areas between 2021 and 2025. The engagement involved a series of formal public engagement events, surgeries, workshops, survey questionnaires and online tools which aimed to provide opportunities to listen, co-design and present ideas in a collaborative and open environment.

Feedback and suggestions were provided in relation to individual areas, however common issues and aspirations appeared across communities. The commonalities are presented below according to each of the four LN themes:

- **Local Town Centres**

- Preserving and building upon amenities and services
- Providing a wide range of shops, library services and community spaces
- Maintaining green and open spaces.

- **Everyday Journeys**
 - Preserving and improving upon bus services
 - Improving connections between neighbourhoods
 - Considering parking for residents
 - Preserving and building upon formal pedestrian crossing points.

- **Active Travel**
 - Segregated cycle routes into the city centre
 - Segregated cycle routes to connect local places
 - Providing cycle storage.

- **Streets for People**
 - Preserving and improving pedestrian areas to increase walkability
 - Providing areas of the street to encourage social activity
 - Maintaining clean and tidy streets
 - Making streets feel safer and more welcoming.

It is noted that engagement around the LN programme was extensive and a high level of community buy-in was achieved through the co-development of local interventions.

2.4 Current Transport Problems and Opportunities in Glasgow

In the development of the GTS, and through '*A Public Conversation on Glasgow's Transport Future*' (2020), a substantial amount of evidence around Glasgow's transport problems and opportunities was gathered through data collection, analysis and public and stakeholder engagement to inform the Council's transport policies and plans. This section highlights the problems and opportunities which relate to active travel, both directly and indirectly where the co-benefits are impactful.

The full range of problems to be tackled and opportunities to build upon can be read in the [Glasgow Transport Strategy: Policy Framework](#).

2.4.1 Problems to be tackled

- Vehicle dominated spaces were raised as a problem in the Public Conversation - from parking, to speeding to people on foot or on bikes feeling secondary to cars.
- As of 2023, 43% of households have no access to a car. At around 388 vehicles per 1,000 residents, this is the lowest car ownership rate in a Scottish local authority – a problem and an opportunity. There is a strong correlation with levels of deprivation and car access, meaning low-income households have lower levels of access to a car than households with higher incomes.
- There is unequal access to a bike, and this varies by socioeconomic group. Unequal access to the transport system, particularly in certain parts of Glasgow, was commonly cited in the Public Conversation.
- As with Scotland as a whole, there is still much to be done in reducing the proportion of children being driven to school. Local impacts of too many vehicles around schools cited as a problem in the Public Conversation.
- Cross-boundary trips make a significant contribution to carbon emissions in the Glasgow City Region, and this requires a partnership, region-wide approach to this aspect of travel demand. Lack of cross-boundary active travel links cited in Public Conversation.
- People would like to walk more for journeys, but cite quality of walking infrastructure, personal security and safety issues, and directness of routes and air quality concerns as barriers to walking.

- There are significant differential impacts from transport in Glasgow, as evidenced by the Equality Impact Assessment work and evidence in this report. Those on lower incomes and in poverty generally are affected in multiple ways by transport barriers, and are also more likely to suffer from other characteristics e.g. health inequalities.
- Lack of a connected cycling network for all journeys, and people still want safe places to cycle separate from traffic. Confirmed as a key problem in the Public Conversation.
- Concerns over conflict between pedestrians and cyclists in shared spaces.
- Major infrastructure, such as motorways & Clydeside Expressway, acts as a barrier to travel in the city. Connectivity Commission raised the issue of road-dominated space.
- Lack of safe cycle storage in some parts of the city raised as a problem in the Public Conversation.
- Lack of accessible environments is still an issue for some in Glasgow, as evidenced by the Public Conversation. From inaccessible rail and Subway stations, to lack of disabled spaces on buses or in taxis, to specific needs not being catered for e.g. those with hidden disabilities.

2.4.2 Opportunities to build upon

- 2030 carbon neutral target and Glasgow climate and ecological emergency and associated actions.
- Existing targets for reductions of private vehicles in the city centre.
- National Transport Strategy for Scotland sustainable travel hierarchy
- More community empowerment.
- There has been growth in cycling in recent years, and substantial investment in cycling infrastructure projects.
- Half of journeys in Glasgow are less than 3km, suggesting potential for modal shift to active travel for those who are able.

2.5 **Funding Context**

The majority of financial support for active travel project design and delivery is primarily derived from external sources. From their inception, the CN and LN programmes have been primarily funded by dedicated active travel funds administered through the Third Sector by organisations such as Walk Wheel Cycle Trust (formally Sustrans), Paths for All and Cycling Scotland. These funds, and primarily the Places for Everyone (PfE) programme administered by Walk

Wheel Cycle Trust, provided multi-year funding and opportunity to support a broad range of active travel focused projects, including the design and construction of active travel projects, behaviour change schemes and placemaking.

From April 2025 onwards, funding for active travel infrastructure became centralised through the Active Travel Infrastructure Fund (ATIF) and is now administered directly through Transport Scotland. The ATIF model is intended to help with the pace and scale of delivery of active travel projects across Scotland, and to support councils that have more limited capacity to deliver projects.

ATIF employs an annual allocation funding model for designing and delivering active travel and comprises the following:

- **Tier 1 (Local Authority Direct Award):** supporting ongoing development, small-scale delivery and enabling activity; and
- **Tier 2 (Competitive Design and Construction Funds):** the principal funding route for larger infrastructure schemes.

ATIF Tier 1 (through the General Capital Grant) supports the design, development, and delivery of active travel infrastructure measures across all 32 Local Authorities in Scotland, and replaces the former Cycling, Walking, and Safer Routes fund (CWSR).

ATIF Tier 2 is the primary mechanism for the Scottish Government to fund active travel infrastructure and effectively replaces the previous PfE programme. 2025 was the first year of the ATIF Tier 2 Construction Fund and 2026 will see the launch of the ATIF Tier 2 Design Fund.

2.5.1 The Wider Funding Context

There is a commitment from the Scottish Government to allocate 10% of the national transport budget towards active travel. With this being set at a percentage level, rather than a specific numeric value, the total funding value is subject to fluctuation and means that funding for active travel has been more restricted in recent years.

A total of £20 million was designated towards construction-ready projects in 2023-24, however only £10 million was available in 2024-25.

Transport Scotland have reaffirmed their commitment to active travel, and it is projected that £53.5 million will be available competitively through ATIF Tier 2 for construction-ready projects across Scotland in 2025-26.

It is noted that securing this funding is a competitive process, reinforcing the importance of this review and overarching strategies in strengthening the case for investment.

3.0 Programme Review

3.1 Overview

The programme review considered the CN and LN programmes individually, considering progress to-date and the deliverability of planned projects within each programme, before a holistic review of both programmes, their interactions and alignment with strategic objectives was undertaken. Importantly, a review of the funding mechanism, common to both programmes, was also undertaken and the outcomes are summarised in this section.

3.2 City Network

3.2.1 Network Planning

The City Network Final Delivery Plan, published in 2023, outlines a five-phase approach to delivering 270km of on-road protected cycle lanes through geographic areas. The phases and high-level routes are pictured in **Figure 4**.

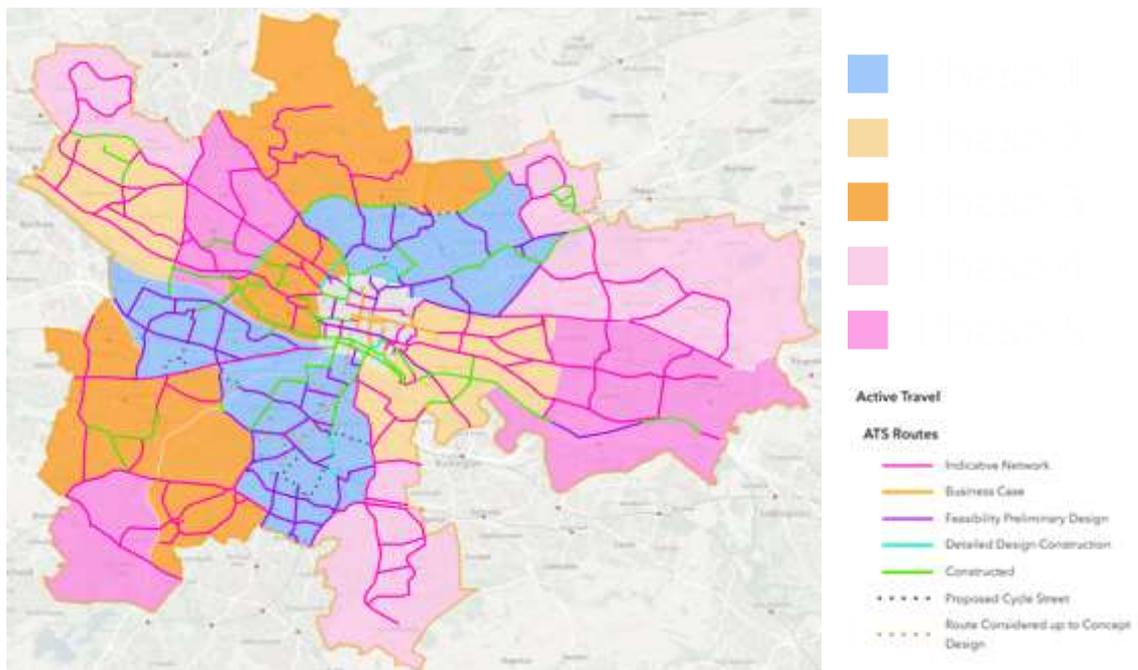


Figure 4 - Map of routes and phases in CN Delivery Plan (2023)

The approach to network planning has employed the following principles to-date:

- **Thematic/ Place-Based**
Focused on planning cycling infrastructure across a defined area, such as a neighbourhood, town centre, or local community to ensure that the network within that area is coherent, connected, safe, and aligned with local needs.
- **Equity-Led/ Inclusion**
Focused on removing barriers for groups who experience unequal access, safety concerns, or mobility disadvantages.
- **Casualty & Safety Hotspots**
Focused on eliminating the risk of serious injuries and fatalities amongst pedestrians and cyclists, and considering more vulnerable road users such as children, the elderly, and disabled individuals.

An appraisal of the strengths and limitations of each network planning principle is provided below:

Category	Strengths	Limitations
Thematic / Place-Based Packages	Community ownership, bundled benefits, planning alignment	Localised benefits, slower network build-up
Equity-Led / Inclusion Focus	Investment in deprived areas; schools/health; equity gains; Feminist Town Planning	Lower initial demand; political challenge
Casualty & Safety Hotspots	Immediate safety benefits; Vision Zero alignment	Complex junctions; limited km mileage. Does not necessarily connect to any existing section of the network.

Further network planning principles were explored to inform the recommendations of the programme review, with a view to establishing the most appropriate principles to allow the acceleration of active travel delivery under the new funding landscape. The table below summarises the additional principles considered:

Category	Strengths	Limitations
Strategic Corridors First	Visible spines; high demand shift; multimodal integration	City centre focus; complex/costly schemes
Gap Closure / Network Continuity	Joined-up network; user confidence; quick wins	Scattered; perception of delay; piecemeal
Deliverability / Quick Wins	Momentum, visible progress, political capital	Easy sections first, hardest left to last. Few large-scale routes available for quick wins.

To support the effective delivery under constrained and competitive funding conditions, it is recommended that the additional prioritisation principles are applied in a new delivery framework. This would see the revised delivery framework adopt a network/arterial route-driven approach, prioritising strategic corridors first and network continuity as the main delivery aspects. This shift will accelerate the creation of a coherent, city-wide active travel network, whilst ensuring early connectivity benefits, while still embedding equity and safety considerations within corridor design.

The development of the framework will be guided by the following principles:

- Maximising network connectivity and continuity;
- Prioritising deliverability and funding readiness;
- Embedding equity and safety considerations; and
- Leveraging opportunities for CN and LN co-delivery.

3.2.2 Progress and Deliverability

A review of the routes classified as ‘delivered’, ‘ongoing’, and ‘planned’ was undertaken to update on network delivery progress, while an assessment of the deliverability of the planned routes was completed to inform future planning.

Routes within Phases 0 and 1 are delivered and ongoing, as per **Table 1**. Phase 1 comprises the ‘advanced delivery areas’ of Greater Govan, Inner North and South City Network areas, which have now been progressed to the design stages of RIBA 2-4.

Table 1: City Network Existing Projects Progress

City Network	Delivered	Ongoing
Phase 0	8.9km	4.7km
Phase 1	23.74km	67.16km

Figure 5 outlines the existing delivery programme for Phases 2-5.

An assessment of the deliverability of routes within the existing Delivery Plan was undertaken. Routes were assigned a category based on the perceived difficulty of progressing each route through to delivery. The following categories were employed:

- Contentious/ Difficult
- Challenging
- Manageable

The results of this review are mapped in **Figure 6**. Routes classified as ‘Existing/ In Construction’ and Developed Design (CN Phase 0/1) are also mapped for completeness.



Figure 5 – Phases in CN Delivery Plan (2023)

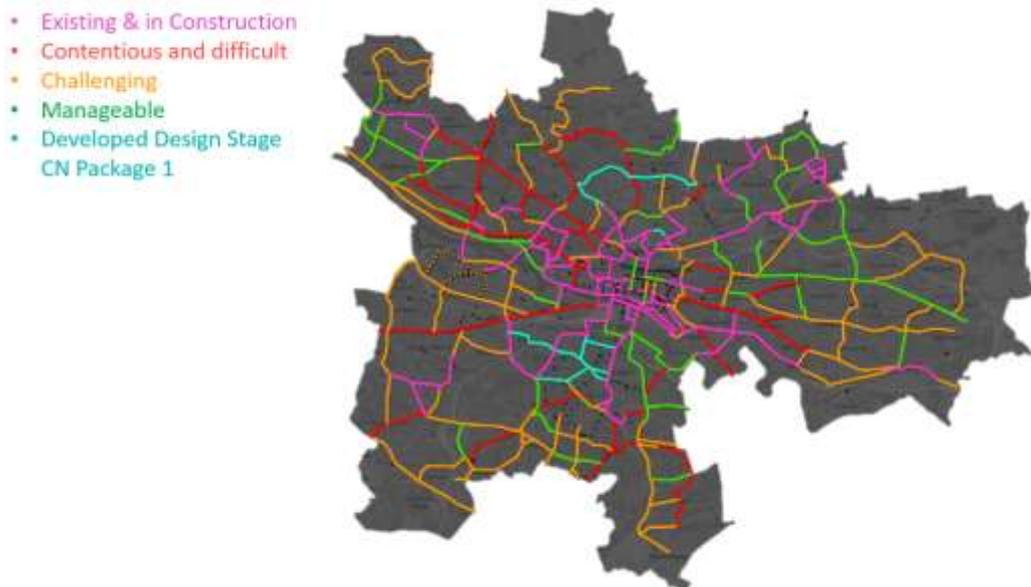


Figure 6 - Deliverability Assessment for the City Network

The review determined that continuing with the existing delivery plan within the context of the new funding model presents significant risks including the creation of 'infrastructure islands' and undertaking abortive work.

A revised mechanism for delivery is therefore recommended for development.

3.3 Liveable Neighbourhoods

At RIBA Stage 0-2, the LN process has to-date both identified existing activity and proposed new interventions which align with the four themes of LN in 3 geographical tranches. This is available to view on a dedicated [GIS platform](#) for CN & LN.

Four areas formed the first tranche, these are:

- **Ruchill-Cowlairs LN:** Covering the neighbourhoods of Ruchill, Hamiltonhill, Possilpark, Port Dundas and Cowlairs (Ward 16)
- **Langside-Toryglen LN:** Covering the neighbourhoods of Langside, Battlefield, Mount Florida, King's Park and Toryglen (Ward 7)
- **Dennistoun-Cranhill LN:** Covering the neighbourhoods of Dennistoun, Haghill, Carntyne, Riddrie and Cranhill (Wards 18 and 22)
- **Govan-Kingston LN:** Covering the neighbourhoods of Greater Govan, Ibrox and Kingston (Ward 5)

Tranche 2 is comprised of:

- **Mansewood to Shawlands LN:** Covering the neighbourhoods of Mansewood, Pollokshaws, Pollokshields West, Strathbungo and Shawlands (Wards 2 and 6)
- **Pollokshields East to Gorbals LN:** Covering the Neighbourhoods of Pollokshields East, Govanhill and Greater Gorbals (Wards 5, 6 and 8)
- **Royston to Hogganfield LN:** Covering the neighbourhoods of Royston, Sighthill Germiston, Blackhill and Hogganfield (Wards 21 and 22)
- **Yoker to Whiteinch LN:** Covering the neighbourhoods of Yoker, Scotstoun, Jordanhill and Whiteinch (Wards 12 and 13)

Tranche 3 covers the following study areas:

- **Cardonald to Mosspark LN:** Covering the neighbourhoods of North Cardonald, Penilee, Crookston, South Cardonald, Bellahouston, Craigton and Mosspark (Wards 4 and 6)
- **Ruchazie to Easterhouse LN:** Covering the neighbourhoods of Ruchazie, Garthamlock and Easterhouse (Ward 21)
- **Knightswood to Anniesland LN:** Covering the neighbourhoods of Knightswood, Temple and Anniesland (Wards 13 and 14)
- **Lambhill to Milton LN:** Covering the neighbourhoods of Lambhill and Milton (Ward 16).

Error! Reference source not found.7 maps the LN interventions identified in Tranches 1-3.

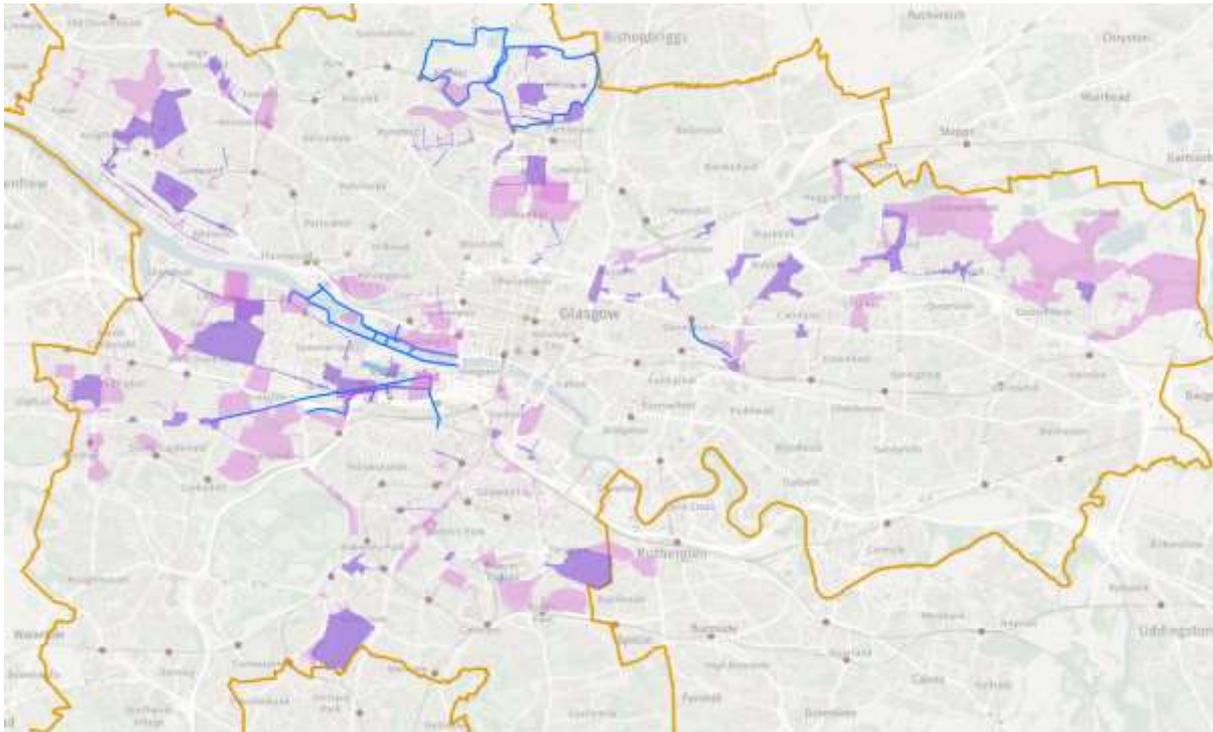


Figure 7 - LN proposed interventions identified in Tranches 1-3

With the closure of the Sustrans Places for Everyone programme and the limitations of the ATIF, the predominantly place and local living-themed projects now require greater creativity and flexibility to be delivered.

3.4 Anticipated Impacts

The programme review found the existing approach to delivery of the CN and LN, which is structured around flexible multi-year funding, now risks fragmentation, abortive work and weaker funding bids.

The impacts of the change to external funding are found to be wide ranging across the existing programme phasing, scope, and delivery timelines. The anticipated impacts can be summarised as follows:

- Disruption to strategic planning**
 Originally the CN and LN programmes utilised multi-year funding allowing a phased progression from concept design, through the project stages to construction. Annual funding limits the ability to plan infrastructure delivery in a coherent, phased manner across neighbourhoods and corridors. The risk of delays between design stages and construction stages is increased, increasing

the likelihood of abortive work, cost escalation, disruption to residents and loss of strategic focus.

- **Increased risk to programme delivery**
Projects risk stalling between each design and construction stage if funding is not secured in subsequent years. A Stop-start delivery can lead to cost escalation, loss of design continuity and reduced community buy-in.
- **Increased pressure on internal resources**
There is a need for accelerated design cycles to meet annual funding windows, including any funding bid applications prior to each stage being complete. This impacts on resource allocation with staff resources potentially being assigned on a 'first awarded' basis for projects with funding certainty.
- **Scope reduction and fragmentation**
Yearly funding provides a challenge to complex multiyear projects, in particular where the projects seek to combine multiple discipline aspects of sustainable travel, active travel, parking, drainage, and placemaking or projects of geographical size that cannot be completed in a single year.
- **Risk to community engagement**
Any accelerated design and construction cycles and shorter funding windows will impact on time available for engagement, including analysis and feedback as well as reducing flexibility for design and time between engagement, feedback and delivery. Projects that are delayed or fragmented may create a risk of community apathy - particularly in areas that have already engaged extensively through LN and/or CN consultation processes.
- **Procurement and delivery risk**
Compressed funding timelines requiring rapid mobilisation of design and construction on a yearly basis, reduces the flexibility and time available for the procurement and tendering process. Reduced market certainty may also impact contractor availability, pricing and value for money.
- **Statutory consents**
Statutory consents, such as Traffic Road Orders (TRO), planning consents, or advertising consents are a lengthy legal process and presents a risk to delivery within funding delivery timescales in effect being reduced to 12 months.
- **Financial Implications and project programming**
Presently, active travel funding is now awarded on a single year basis, with no guarantee of continuity in subsequent years. With uncertainty around the date

of funding award confirmation and time required to seek committee approval for acceptance of funding, this can lead to difficulties forward planning active travel projects and delivery programmes. Funding decisions are increasingly competitive and are strongly weighted towards projects that can demonstrate construction or design readiness within the same financial year. Under this financial context:

- Not all proposed CN routes or LN interventions can be progressed simultaneously
- Where funding is secured, delivery must be capable of progressing within defined annual windows
- Projects must demonstrate clear strategic alignment, specific distance of new protected cycling infrastructure, deliverability and value for money.

3.5 Key Risks

The risk dimension of the anticipated impacts has been established and initial mitigating actions have been developed to reduce the likelihood or impact of the change, and how it could impact the successful advancement of the planned outcomes of the CN and LN programmes.

Challenge	Key Risks	Mitigation Actions
Strategic Planning Disruption	Misalignment with city-wide strategies; delays in approvals	Reaffirm ATS/LN objectives; maintain integration with Climate Plan; fast-track reviews
Financial Implications & Programming	Budget shortfalls; delayed funding cycles	Re-profile budgets; seek alternative funding (grants, developer contributions); re-phased delivery
Community Engagement	Reduced trust; opposition to schemes	Use digital engagement tools; co-design principles; prioritise ready communities
Increased Delivery Risk	Supply chain delays; contractor availability	Implement phased delivery; strengthen risk management; prioritise low-risk projects
Scope Reduction & Fragmentation	Loss of network coherence; diminished benefits	Focus on core connectivity; bundle interventions for efficiency
Pressure on Internal Resources	Staff shortages; competing priorities	Explore partnerships; shared services; targeted upskilling

Procurement Implications	Delays from rigid frameworks; limited supplier capacity	Use flexible procurement models; develop framework for local contractors
Statutory Consents	Delays in planning approvals; land acquisition issues	Engage early with authorities; standardise design templates

3.6 Recommendations

Taking cognisance of the findings of the programme review, and the wider transport challenges in the city, it has been determined that the existing delivery model for the CN and LN programmes is no longer fit for purpose under the new funding conditions. Considering the analysis and risks established in the previous sections, it is recommended that a revised approach is developed in alignment with the following outcomes:

- **Outcome 1: Maximising the deliverability of the City Network:** prioritising closing gaps in existing protected cycle infrastructure by advancing completion of the network with an **inner orbital** route and **connecting spokes**.
- **Outcome 2: Establishing a new pathway for the LN programme:** aligning neighbourhood-level interventions with the revised approach to deliver the City Network.
- **Outcome 3: Maintaining a rolling pipeline of design-ready packages in a single delivery framework called ‘Connecting Glasgow’:** unifying the CN and LN programmes; enabling their co-delivery and being responsive to annual ATIF funding windows.

This revised approach maintains the original vision of the City Network and supersedes the 2023 delivery plan to prioritise 54.44km of priority routes for delivery in the period to 2032. The Council remains committed to delivering approximately 270km of segregated cycle routes across the city, and the remaining routes from the 2023 delivery plan which have not been prioritised at this stage, are not being deferred and will be reviewed in 2027/28 to identify a suitable delivery approach.

3.7 Next Steps

The following next steps have been established to ensure findings from this review are taken forward and actioned as the CN and LN programmes are co-delivered:

- Establish the 'Connecting Glasgow' **Delivery Framework**.
- Establish a 'Connecting Glasgow' **Programme Board**.
- Confirm priority packages and **indicative phasing**.
- Advance "**shovel-ready**" projects (TROs/consents) for the next ATIF window.
- Prepare **funding bids** with clear City Network and LN outcomes.