



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

**Item 6**

24th February 2022

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

**Contact: George Gillespie Ext: 79106**

**GLASGOW'S ACTIVE TRAVEL STRATEGY 2022-2031**

**Purpose of Report:**

- To seek approval of the adoption of Glasgow's Active Travel Strategy 2022 – 2031
- To present the Active Travel Strategy consultation report
- To present the Interim Delivery Plan for the City Network
- To present the initial Strategic Business Case (Strategic and Economic cases only)

**Recommendations:**

It is recommended that the Committee approves the Glasgow Active Travel Strategy 2022-2031.

Ward No(s):

Citywide: ✓

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

# 1 Introduction

- 1.1 The focus of this report is to present the final version of Glasgow's Active Travel Strategy (ATS) to the City Administration Committee for approval, and to note the consultation report, the Interim Delivery Plan for the City Network report, and initial Active Travel Strategic Business Case (Strategic and Economic cases only).
- 1.2 The Active Travel Strategy 2022-2031 was presented to the [Environment, Sustainability and Carbon Reduction City Policy Committee](#) on the 1<sup>st</sup> February 2022 where it was agreed to recommend the ATS to the City Administration Committee for approval.
- 1.3 The Active Travel Strategy 2022-2031 creates a step change for Glasgow in how people and goods move around our city and in the design of our streets and public spaces. It is a direct response to the climate emergency and the City Council's commitments to achieving net zero carbon, a minimum reduction of 30% of car kilometres travelled by 2030, and a commitment to achieve '[Vision Zero](#)' where no-one is killed or seriously injured on our roads, streets, cycle ways and footpaths. The primary focus of the ATS is to enable more people to walk, wheel and cycle for more journeys, in conjunction with the City Council's Liveable Neighbourhoods programme.
- 1.4 The draft version of the Strategy has been revised following a period of public consultation and online engagement held over a period of 8 weeks from Monday 12<sup>th</sup> October to Sunday 5<sup>th</sup> December 2021.
- 1.5 Following approval, a subsequent suite of documents is being developed to support the ATS. These are:
  - Connectivity, People and Place: Delivery Plan for the City Network
  - Unlocking Change: Behavioural Change Strategy and Action Plan
  - Thinking Differently: Sport and Recreational Cycling Strategy and Action Plan

## 2 Active Travel Strategy Public Consultation

- 2.1 The draft Glasgow's Active Travel Strategy 2022-2031 was presented for public consultation from mid-October to early December, and was launched with a Landor-hosted webinar, "[Delivering an Active Travel Strategy](#)". All ATS documents and relevant links were made accessible from the dedicated [Active Travel web page](#) and the [Active Travel StoryMap](#).

- 2.2 The consultation engagement consisted of three main strands:
- i. A number of ‘live’ and online consultation sessions / workshops in collaboration with a range of stakeholders
  - ii. An online survey on the Council’s [Consultation Hub](#)
  - iii. An online [Commonplace website](#) of the proposed City Network mapping to which comments could be added
- 2.3 Fuller details of the consultation activities and results can be found in the ATS Consultation Report:

[ATS Consultation Report \[2Mb\]](#)

### **3 Revision to ATS structure / emphasis within Strategy**

- 3.1 The consultation responses show overwhelming support for both the strategic direction and the detailed content of the ATS, subsequently only limited changes are appropriate in order to retain the integrity of the draft Strategy. Those limited changes are described below. Responses to the public consultation will also be valuable inputs to inform preparation of the more detailed outputs underlying the ATS described in section 3.3 below.
- 3.2 A number of consultation comments received were related to the strategy philosophy itself. Common suggestions included:
1. Increase prominence of walking
  2. Increase prominence of inclusivity/accessibility
  3. Better definition within the strategy about the City Network, e.g., what is a “strategic transport corridor” and how the ATS ties in with the policies within the Glasgow Transport Strategy.

The text within the strategy has been revised and adjusted accordingly.

- 3.3 The final strategy retains the same structure as in the draft but with some refinements, as noted below:
- **Theme 1 – Connectivity, People and Place.**
    - Outputs from Theme 1 include the Delivery Plan for the City Network, the Active Travel Strategic Business Case, and the Action Plan for Theme 1. These will be published in February 2022.
  - **Theme 2 – Unlocking Change.**
    - Output will be a Behaviour Change Strategy in September 2022. The Action Plan for Theme 2 will be contained within this separate strategy.

- Theme 3 – **Thinking Differently**.
  - Output will be a Sport and Recreational Cycling Strategy in September 2022. The Action Plan for Theme 3 will be contained within this separate strategy.

3.4 The final **Active Travel Strategy** document can be found in **Appendix 1**.

## **4 Theme 1 outputs: Action Plan & Delivery Plan for the City Network**

4.1 Actions in the Active Travel Strategy are being reviewed and amended based on feedback through the public consultation and through conversations with responsible GCC departments on how best to deliver desired outcomes. These amendments will be reflected in the Theme 1 outputs to be published in February 2022.

4.2 Key actions are being reviewed and identified for delivery with an initial 5-year plan being considered.

4.3 The Interim Delivery Plan for the City Network describes key learning from experience from Glasgow and other European cities, identifies design and delivery principles, key design outlines, and provides a proposed way forward for delivery. The report can be accessed below:

[Interim Delivery Plan for the City Network \[15Mb\]](#)

4.4 The final Delivery Plan for the City Network will be used to guide the roll out and future design of active travel infrastructure in Glasgow and that the city network is delivered for 2031.

### **4.5 Funding the Network**

4.5.1 In order to achieve the targets of the Scottish Government and Glasgow City Council, investment in Active Travel and Places is needed in order to achieve the commitment to a carbon neutral Scotland by 2045, and Glasgow City Council's commitment to a carbon neutral Glasgow by 2030. Funding the City Network will also assist in the delivery the Government's target to reduce car kilometres travelled nationally by 20% by 2030 and which GCC has committed to reduce car vehicle kilometres travelled by 30% by 2030.

4.5.2 Major active travel projects have previously been funded through individual bidding programmes. Such funding allocation makes large scale programme delivery challenging and can prevent a sustainable ramping up in staff resources to deliver. Furthermore, national funding has a range of priorities and projects to fund and may not provide funding for a quick roll-out as envisioned.

There is a need to review what funding is available and how this can be maximised including leveraging the funding where possible.

4.5.3 Existing funding opportunities have been identified that can assist in delivery of the network however it is recognised that the sums needed to roll out the City Network over the next 9 years will be much greater. This means there is a need for a greater coordination of funding. The immediate funds and grants that are available to the Council are:

4.5.3.1 **Sustrans Scotland's Places for Everyone (PfE) grant.**

This Grant has been utilised in the majority of Glasgow's Active Travel Projects and Transport Strategies. The aim of PfE is to create safe, attractive, healthier places by increasing the number of trips made by walking, cycling, and wheeling for everyday journeys. The scheme is funded by the Scottish Government through Transport Scotland and is administered by Sustrans. PfE contributes to the Scottish Government's aim for a healthier, environmentally sustainable nation with a strong economy and communities, as laid out in the National Performance Framework.

4.5.3.2 The PfE allows a match funding of up to 70% for construction and up to 100% for the design element of individual projects. This Grant can be matched to most funds apart from those that originated from Transport Scotland such as: The Low Carbon Transport Innovation Fund, Cycling Scotland Development Grants, Cycling Scotland's Cycle Friendly and Sustainable Communities (CFSC) Fund, SCSP or other Sustrans funded schemes.

4.5.3.3 **Glasgow City Council**

Investment in infrastructure through Glasgow City Council budgets/funds can be matched against PfE. This includes in-kind matching where appropriate investment is made in Active Travel such as City Deal projects, and Road and Transport Investment (except maintenance funds).

4.5.3.4 **Cycling Walking Safer Routes Funding (CWSR)**

The CWSR (formerly Cycling Walking Safer Streets) is awarded each year to Scottish Local Authorities to invest in Active Travel initiatives to include funding for developing proposals, as well as for construction etc. GCC received £1,011,000 in 2019/20. This is expected to increase in line with the Scottish Government's increase in funding of Active Travel.

4.5.3.5 **Paths for All - Smarter Choices Smarter Places (SCSP)**

This year (2021/22) SCSP awarded £5 million of funding to local authorities to encourage less car use and more journeys by foot, bicycle, public transport, and car share. This funding stream is based on Behaviour change and can contribute to the uptake of active travel on the city network. Funds,

supported by Transport Scotland, are allocated on a population basis to local authorities.

**4.5.3.6 Place Based Investment Programme - Place Fund** – The Place Fund for 2021/22 in Glasgow is being used to address the following key themes:

- Development of 20-minute neighbourhoods.
- Town centre regeneration.
- Community led regeneration and community wealth building.
- Achieving net zero.
- Promoting well-being and inclusive economic development which tackles inequality and disadvantage.

The Place Fund is for all areas of the city but is primarily focused on the key themes of 20-minute neighbourhoods and transformational town centres. If the Place Fund is utilised for 20-minute neighbourhoods/Liveable Neighbourhoods Plan and associated ATS interventions this fund has the potential to be matched in kind to Sustrans PfE funding on a 30:70 basis (e.g., £3million Place Fund could generate an additional £7million PfE). Glasgow City Council is awarded an allocation from the Place fund from the Scottish Government with 2021/2022 being the first of five annual allocations.

4.5.4 The Active Travel Strategy Team is in discussion with Transport Scotland's STPR2 and Active Travel Team in order to develop a combined approach and identification of Scottish Government funding opportunities to advance a project of this scale and impact.

4.5.5 In October 2021 a meeting was held with Cllr Richardson, NRS Directorate and Transport Scotland Directorate to discuss the Active Travel Strategy and the development of the City Network. This was followed by a meeting with Patrick Harvie, the Minister for Zero Carbon Buildings, Active Travel and Tenants' Rights in early November 2021. The progression and development of the City Network was discussed.

## **4.6 Governance and Collaboration**

4.6.1 In order to guide the rapid roll out a City Network a strong Governance structure and collaboration between teams and resources is crucial. Funding at an increased level for active travel requires an associated update of governance structures to lead high-quality delivery and design consistently. The importance of establishing the correct governance structures for the City Network should not be underestimated.

4.6.2 This is the first time in Scotland that such an extensive active travel network is proposed to be delivered in one city. The economic scale of the project is akin

to larger infrastructure, such as rail, but is not limited to just one line, location, or urban context.

- 4.6.3 It is anticipated that the Strategy/project sponsor team will continue to oversee and manage the delivery of the City Network through the different stages. This would allow a collaboration of teams and expertise to work together governed by a strong leadership to guide the project/City Network to its full potential thereby delivering the necessary strategic outcomes for the city.

## **5 Strategic Business Case**

- 5.1 The consultant team has undertaken the development and preparation of the initial Active Travel Strategic Business Case (Strategy and Economic cases only) that will be utilised in taking forward the conversation with the Scottish Government and partnering agents on demonstrating and furthering the approach that is being taken forward by Glasgow.
- 5.2 The Strategic Business Case has appraised the direct, indirect and opportunity benefits of implementing the Active Travel Strategy. The high-cost capital estimate for the delivery of the City Network and associated placemaking is £475 million; the cycling infrastructure element of this estimate is £350 million. The initial estimate of benefits over a 10-year period is £1,843 million (2018 base). To this can be added some £32m in health benefits (limited to the value of lives saved or prolonged, and additional economic activity), giving a total of £1,875m. Therefore, the present quantified estimate of the benefit cost ratio is  $(1,875/350) = 5.35$ , or more appropriately between 5 and 6, a high figure which is in line with evidence of similar interventions elsewhere (and is likely to increase as accident rates drop, so providing further benefits). This suggests a strong case for investment in the City Network. The report can be accessed below:

[Strategic Business Case ATS](#)

- 5.3 The discussion with Transport Scotland, notably the STPR2 and Active Travel teams, will continue early this year with the intention of progressing the business case and funding opportunities to deliver the City Network for Glasgow.
- 5.4 The full Strategic Business Case will be developed in parallel to the final Delivery Plan for the City Network report for summer 2022.

## **6 Next Steps for Theme 2: Action Plan and Behaviour Change Strategy**

- 6.1 Work is currently underway to develop a GCC Behaviour Change Strategy. A recent internal GCC workshop brought together staff from the Road Safety Unit,

Technical Services, and Corporate Communications, and this identified the many current and new requirements of a behaviour change strategy. Responses to the ATS public consultation will also be valuable in developing the Behaviour Change Strategy.

- 6.2 The decision to develop this strategy recognises that, in order to maximise the impact of investment in changes to the built environment and to achieve significant and sustained levels of active travel across the city, a comprehensive programme of behaviour change activity, targeted to different communities, is required.
- 6.3 This presents an opportunity for a 'joined-up' and holistic approach from GCC, enabling us to strategically review and streamline the various programmes of communications and interventions which have traditionally been managed by different teams within NRS. The scope of behaviour change activity reaches beyond that of active travel and needs to be cognisant of transport generally.
- 6.4 The next steps are to:
  - Identify membership for a short life working group, incorporating both internal GCC and external partners.
  - Commence a mapping exercise to identify much of the activity already taking place on the ground across Glasgow, in order to form a baseline picture and to identify any gaps in provision.
  - Staff from the GCC Transport teams to draft the Behaviour Change Strategy – commence work on this late January 2022.
  - Identify opportunities to utilise the external consultants currently working on LNP/ATS to draft Communications campaigns.

## **7 Next Steps for Theme 3: Action Plan and Sport and Recreational Cycling Strategy**

- 7.1 Work is currently underway to develop a GCC Sport and Recreational Cycling Strategy. Responses to the ATS public consultation will be valuable in developing this Strategy.
- 7.2 The decision to develop a separate strategy for sport and recreational cycling is in recognition of the rich and diverse cycling 'scene' in Glasgow, and of the large number of third sector organisations working across Glasgow to develop cycling. It is also a recognition of the importance of the ongoing work that the Glasgow Life Cycling Development Team undertake in building upon the legacy from past and future major sporting events such as the 2014 Commonwealth Games and the upcoming 2023 UCI Cycling World Championships.
- 7.3 The Active Travel Strategy team and the Cycling Development Team have begun the work of identifying priority work areas and key areas to take forward

within this new strategy including maintaining Glasgow's UCI 'Bike City' status, the first city in Scotland to achieve this label.

7.4 The next steps are to:

- Create a short-life working group initially from internal members of staff (GCC / Glasgow Life)
- Identify the scope of actions to incorporate within the Cycling Strategy
- Establish the governance structure for the new Strategy and action programme which emerges from it.

## 8 Summary

8.1 Glasgow's Active Travel Strategy 2022-2031 and City Network has developed through extensive 8-week consultation process to progress to a final document for approval.

8.2 An associated Interim Delivery Plan for the City Network has been developed to provide guidance on the development of the City Network and Active Travel Infrastructure.

8.3 A Strategic Business Case has been developed to confirm and provide strength to the approach being taken, and to provide the rationale for funding bids.

8.4 A subsequent suite of documents is being developed to support the ATS, these are:

- Connectivity, People and Place: Delivery Plan for the City Network
- Unlocking Change: Behavioural Change Strategy and Action Plan
- Thinking Differently: Sport and Recreational Cycling Strategy and Action Plan

## 9 Policy and Resource Implications

### Resource Implications:

*Financial:* The full costs of delivering the Active Travel Strategy are being met from the Connecting Communities funding from Sustrans. This fund is to be spent by September 2022 and does not include costs for the implementation of projects or the City Network infrastructure development.

*Legal:* The report raised no new legal issues implications

*Personnel:* Internal and external resources

*Procurement:* None required

**Council Strategic Plan:** The following Strategic Plan outcomes are supported:

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

More specifically the Active Travel Strategy and Network make an important contribution to the Council's Priorities:

- 31 – Extend the use of walking buses to schools and safe cycling routes to encourage cycling.
- 54 - Invest in roads and pavement maintenance, improving conditions, residents' satisfaction and contributing to active travel networks. Ensure community involvement in local decision making about this investment.
- 55 – Prioritise Sustainable Transport
- 65 - Build high quality, inclusive active travel infrastructure, investing a minimum of 10% of our transport infrastructure budgets in cycling and walking to make Glasgow an excellent cycling and walking city

**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?*

Individual EQIA screenings will be undertaken for the individual projects as appropriate.

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

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

### **Climate Impacts:**

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

Glasgow City Council has committed to a goal of achieving net zero carbon emissions in Glasgow by 2030 in its collaborative Climate Plan. As this Plan recognises, transport emissions are the biggest challenge for the city. The ATS and associated network supports actions:

- 51 - Deliver a comprehensive active travel network, incorporating the spaces for people measures (following consultation) and enabling 20-minute neighbourhoods through the Liveable Neighbourhood plan.
- 56 – Reduce the need to own and use a car through measures in the City Development Plan 2, Glasgow Transport Strategy and the Liveable Neighbourhoods.

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

The Active Travel Strategy and Network can provide a positive impact on the climate through enabling and encouraging alternative modes of traveling through Glasgow City. Reduced emissions improved environments.

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

The Active Travel Strategy and Network will contribute to Glasgow's net zero carbon target. To promote low carbon movement of people

and goods in a resilient transport system that can adapt sustainably in the future.

**Privacy and Data  
Protection Impacts:**

No data protection impacts identified.

**10 Recommendations**

It is recommended that the Committee approves the Glasgow Active Travel Strategy 2022-2031.