

Spaces for People Programme Evaluation



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To find out more, please contact: SpacesForPeople@sustrans.org.uk

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Executive summary

Spaces for People was the Scottish Government's active travel temporary infrastructure programme that ran between May 2020 and March 2022 in response to the COVID-19 pandemic. Administered by Sustrans Scotland, the programme allocated £33m to 35 partners for a range of projects to enable safe active travel during the pandemic. Thirty local authorities, three NHS boards, one public body and one regional transport partnership were awarded funding and collectively delivered:

- 105km of temporary cycle lane and cycle lane upgrades
- 41km of footpath widening
- speed limit reductions at 373 locations
- cycle parking at 228 locations
- 83 streets closed to motorised vehicles, including 24 school streets.

Evaluating the programme

Data used to evaluate the impact of the Spaces for People programme includes results from public perception surveys, counts of users at project locations, vehicle speed data, video interaction footage, and spatial analysis. This data was combined and used to assess the extent to which the programme achieved its outcomes:

1. Protect public health through the provision of temporary infrastructure for walking, wheeling and cycling.
2. Increase provision of infrastructure that supports safe active travel for essential journeys.
3. Demonstrate that rapid delivery of infrastructure for walking, wheeling and cycling is possible.
4. Support the case for permanent infrastructure for walking, wheeling and cycling.

1. Protect public health through the provision of temporary infrastructure for walking, wheeling and cycling

Spaces for People delivered temporary infrastructure to provide more space for people to physically distance while walking, wheeling and cycling during COVID-19. This included providing measures to help encourage an increase in active travel over private motorised vehicles or public transport for everyday journeys.

More people were recorded walking and cycling at Spaces for People locations compared to before the measures were put in place. These

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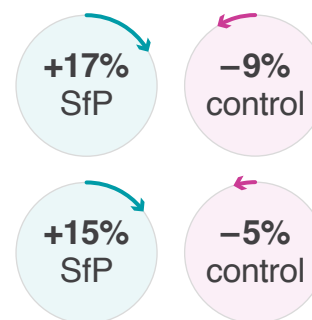
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increases were not reflected at control locations or in national trends during the same period, showing that more people were walking and cycling where Spaces for People measures were in place.

- 17% rise in people walking at Spaces for People sites compared to a 9% drop at control locations.
- 15% rise in people cycling at Spaces for People sites compared to a 5% drop at control locations.



Safety

When asked whether they felt safer¹ when walking or cycling because of Spaces for People measures, nearly half (48%) of survey respondents reported feeling safer, while fewer than a quarter (22%) felt less safe. Younger respondents were more likely to report feeling safer (85%) than older respondents (36%). Feeling safer was also less common among those with limited mobility (35%).

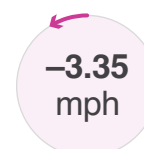
Half (50%, 656) of respondents said that the measures had made it easier for them to physically distance.

Exercise

Providing a safe space to exercise is important to help protect public health, particularly in the context of the COVID-19 pandemic. A fifth of respondents reported that they exercised more because of the changes to their local area (20%). People aged 65 and over (9%) and people with limited mobility (12%) were less likely than other respondents to report this.

Traffic speed reduction

Thirteen partners introduced traffic speed limit reduction measures in built up locations, with seven of these providing speed data covering 236 Spaces for People sites. The average speed in these locations dropped from 25.8mph to 22.5mph after the new restrictions were put in place.



2. Increase provision of infrastructure that supports safe active travel for essential journeys

The Spaces for People programme provided space for people who chose to walk, wheel and cycle for essential journeys including exercise during the COVID-19 pandemic.

1. The programme outcome relates to feeling safe in relation to COVID-19. The survey questions, however, asked about general feeling of safety and were not specific to COVID-19.

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There was at least one Spaces for People measure within a 10-minute walk of 50% or more of Scotland's pharmacies, dentists and universities, and 40% of Scotland's GP surgeries, hospital facilities and supermarkets. Over 2 million people lived within a 10-minute walk of a Spaces for People measure. This is approximately 40% of the population within local authority areas participating in the Spaces for People programme.

Over half (56%) of survey respondents agreed that Spaces for People measures were helpful for making essential journeys during the pandemic, while a third (34%) disagreed. Just under half of respondents (48%) with limited mobility felt that the measures were helpful for essential journeys, while 36% disagreed. Two-thirds of respondents (66%) with a household income of less than £20,000 found the measures helpful.

3. Demonstrate that rapid delivery of infrastructure for walking, wheeling and cycling is possible

During the first three months of the programme, between May and July 2020, 258 Spaces for People measures were installed (20% of the total number installed). This increased to 459 by the end of the first six months, and 1,015 by the end of the first year (35% and 78% respectively of the total number installed).

4. Support the case for permanent infrastructure for walking, wheeling and cycling

Partners planned to keep more than 61% of interventions beyond the COVID-19 period, including 97% of cycle parking measures, 69% of crossing upgrades and 67% of 20mph speed limits. Two-thirds of survey respondents (66%) supported measures remaining, either unchanged or with adjustments.

A [Spaces for People Equalities report](#) is also available, providing findings about the programme's impact on those with protected characteristics, such as gender, disability and age, as well as those with different levels of household income.

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Location: Bruntsfield Place, Edinburgh
Intervention: Pavement widening
Photographer: Neil Hanna

Programme overview

Spaces for People was a temporary infrastructure programme funded by Transport Scotland and administered by Sustrans Scotland. The programme was launched in May 2020. This report covers the main period over which it ran until March 2022.² The programme was an emergency response to protect public health during the COVID-19 pandemic. Sustrans offered financial and other support to partners (statutory bodies of various types) who then had oversight and responsibility for the individual projects. Projects were intended to make it safer for people who chose to walk, wheel or cycle for essential trips including exercise during the COVID-19 pandemic.

Measures delivered by programme partners across Scotland included:

1. pavement and path widenings
2. closure of streets to motorised vehicles
3. temporary cycle lanes and cycle lane upgrades
4. speed limit reduction measures
5. pedestrian crossing upgrades
6. cycle parking
7. vegetation cutback.

This report covers the main findings of the Spaces for People programme evaluation. More information can be found in the Equalities report. Appendices to this document include a technical annexe which details the methodology including when data was collected, and additional appendices of findings that were not specifically relevant to the programme.³

Programme outcomes

In order to assess the impact of the programme, the following outcomes were agreed by Sustrans in collaboration with SCOTS (Society of Chief Officers of Transportation):

1. Protect public health through the provision of temporary infrastructure for walking, wheeling and cycling.
2. Increased provision of infrastructure that supports safe active travel for essential journeys.
3. Demonstrate that rapid delivery of infrastructure for walking, wheeling and cycling is possible.

2. The programme was initially intended to run until May 2021. However, funding was extended until March 2022 for maintenance, monitoring, removal and/or permanence. Although some parts of the programme are ongoing as of June 2022, this report covers this main two-year period.

3. [Spaces for People Appendices and Technical Annexe](#).

4. Support the case for permanent infrastructure for walking, wheeling and cycling.

The full evaluation framework is shown in Appendix A. In addition to providing evidence of impacts in relation to the outcomes and indicators listed in the evaluation framework, this report includes a review of speed limit interventions and a School Street case study. The speed limit reduction review and School Streets case study have been added as a high number of these measures were implemented but did not specifically fit within the current evaluation framework.

Programme outputs

A total of 1,298 interventions were installed across Scotland. [Table 1](#) outlines the number of interventions by type.

- Speed limit measures were introduced in 338 locations – most commonly a reduction from 30mph to 20mph in built up areas.
- Cycle lane interventions included 72 segregated and 18 non-segregated lanes which stretched over 104.7km in total.
- More than 41km of pavement and path were widened.
- More than 209km of vegetation cutback.
- Streets closed to motorised vehicles included 24 school streets. (A case study on East Ayrshire’s school street intervention is shown under [Outcome 2](#)).
- Cycle parking was installed at 228 locations.
- Other interventions included: cycle repair stands, cycle hire schemes, installation of lighting and planters and the removal of street clutter and barriers.

Table 1: Interventions installed by type

Measure	Number of Installations	Percentage of installations
Speed limit reduction	373	29%
Cycle parking	228	18%
Pavement and path widening	203	16%
Vegetation cut back	169	13%
Other	121	9%
Cycle lane	90	7%
Street closed to motor vehicles	83	6%
Crossing upgrade	31	2%
Total	1298	100%

Public involvement in developing measures

Many local authorities used Commonplace, an online public engagement platform, to gather public views to help inform the design process for interventions installed under the Spaces for People programme. More than 9,800 individuals responded from 10 local authorities. Respondents were asked to comment on the barriers to physical distancing when walking, wheeling and cycling. The most common barriers reported were the speed of traffic, the amount of traffic and the width of the pavement. Fewer than 1% (0.6%, 63) of respondents commented that there were no issues at all.

Top three barriers to physical distancing when walking, wheeling and cycling



36% Speed of traffic



35% Amount of traffic



34% Width of pavement

Commonplace surveys also asked residents which temporary measures would help them to observe physical distancing when walking, wheeling and cycling. The most common temporary measures requested were interventions to extend the pavement, add cycle lanes and reduce vehicle speeds. As seen in [Table 1](#), the temporary interventions requested by local residents closely align with the measures installed across Scotland.

Top three aids to physical distancing when walking, wheeling and cycling



29% Extend pavement



28% Add cycle lane



27% Reduce vehicle speeds

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Location: George Street, Glasgow
Interventions: Pavement widening and road closure
Photographer: John Linton

Impacts

Outcome 1: Protect public health through the provision of temporary infrastructure for walking, wheeling and cycling

The Spaces for People programme aimed to provide temporary infrastructure to protect people's health and wellbeing during COVID-19. This included providing space for people to physically distance while walking, wheeling and cycling.

This outcome is divided into eight sub-outcomes:

- 1.1** Increased use of active travel (walking, wheeling and cycling)
- 1.2** Mode shift: increased use of active travel over private motorised or public transport for everyday journeys
- 1.3** Facilitate safe physical distancing during active travel
- 1.4** Facilitate safe use of infrastructure for active travel
- 1.5** Facilitate safe physical distancing in public space (no data)
- 1.6** Facilitate safe use of public space
- 1.7** Increased physical activity (through walking, wheeling and cycling)
- 1.8** Reduce congestion on public transport to support safe physical distancing

Sub-outcome 1.1: Increased use of active travel (walking, wheeling and cycling)

One of the objectives of Spaces for People was to support the displacement of users from public transport by providing infrastructure for walking, wheeling and cycling. Perception surveys conducted by Transport Scotland in September 2021 found that concerns about using public transport remained high, as they did throughout the pandemic, with 61% of respondents feeling very or fairly concerned about contracting or spreading COVID-19 while using public transport.⁴ Additional survey analysis revealed that public transport use was higher among disabled people, those from an ethnic minority group and those in the lowest income brackets.

Counter data was used to determine the impact of Spaces for People measures on how people travelled, particularly in relation to active travel. The number of trips by different modes of transport and the number of trips by different modes of transport during peak hours are the two key indicators reported on for this sub-outcome. We are unable to present findings on wheeling due to limited data.

4. <https://www.transport.gov.scot/publication/covid-19-public-attitudes-survey-data-wave-20>

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Counter data⁵ counts the number of walking and cycling trips in a single location. Given the impact of national guidance on transport use during the COVID-19 pandemic, control sites have been included in this analysis to give context to our findings. In this report, 'control sites' refers to locations that did not have Spaces for People interventions installed. They were selected to be comparable to areas that did receive interventions; however, not all interventions included in the analysis had a comparative control site.

Walking results

A 17% increase in walking trips was recorded at Spaces for People (SfP) intervention sites compared with a 9% decrease at control sites during the same period. The decrease in walking trips at control sites during the same period pre- and post-intervention is comparable to national trends⁶ during the same period (–10%). Walking trips doubled (+104%) on average at Spaces for People sites where more than one measure was in place (three sites: pavement widening and speed limit reduction).

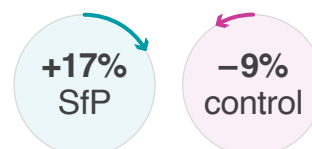
During peak hours (07:00–09:00, 16:00–19:00), both Spaces for People and control sites recorded an increase in the number of walking trips. The easing of COVID-19 restrictions in September 2020 could have seen a return to pre-pandemic travel patterns with the reopening of offices and schools. Spaces for People sites, however, recorded a 28% increase in walking trips compared to a 3% increase at control sites.

The analysis includes 24 Spaces for People intervention sites and 34 control sites in nine local authorities. Data represents the change in the average daily walking trips counted at the site during the post-intervention survey when compared with the pre-intervention survey. Control sites use counter data from the same time period. The peak hour analysis included 17 Spaces for People intervention sites and 32 control sites.

Cycling results

A 15% increase in the number of cycling trips was recorded at Spaces for People intervention sites compared with a 5% decrease at control sites during the same time period. The decrease in cycling trips at control sites is comparable with national trends⁷ during the same period (–2.5%).

The analysis includes 79 Spaces for People intervention sites and 74 control sites in 16 local authorities, and shows the change in the average daily cycle trips counted at the site during the post-intervention survey when compared with the pre-intervention survey. Control sites use counter



5. Counter types includes: video manual counters, in-person manual counts, automatic counters.

6. <https://www.transport.gov.scot/publication/covid-19-trends-in-transport-and-travel-in-scotland-during-the-first-year-of-the-pandemic>

7. <https://www.transport.gov.scot/publication/covid-19-trends-in-transport-and-travel-in-scotland-during-the-first-year-of-the-pandemic>

data from the same time period. Insufficient peak hour data was available for an analysis of cycling trips at Spaces for People and control locations.

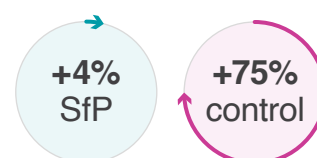
Motorised traffic levels

Lower traffic levels may make walking, wheeling and cycling more appealing on a route. A 6% increase in motorised vehicle traffic was recorded at Spaces for People intervention sites compared with a 64% increase at control sites during the same period.



For the majority of survey sites (including control sites), pre-intervention monitoring was conducted in April 2020, and post-intervention monitoring in September 2020. In areas where Spaces for People measures were introduced the low volume of motorised traffic experienced during the first lockdown was to some extent maintained. The sharp increase at control sites mirrors national trends between April and September 2020.⁸

During peak hours (07:00–09:00, 16:00–19:00), both Spaces for People and control sites recorded an increase in motorised vehicle volumes. Spaces for People sites, however, recorded only a 4% increase in vehicle volume compared to a 75% increase at control sites.



This analysis covers 25 Spaces for People intervention sites and 13 control sites in seven local authorities, and shows the change in the average daily vehicles counted at the site during the post-intervention survey when compared with the pre-intervention survey. Control sites use counter data from the same time period. Eight Spaces for People intervention sites and 12 control sites are included in the peak hour analysis.

Summary: Sub-outcome 1.1

Overall, findings demonstrate an increase in active travel (walking and cycling) at Spaces for People intervention sites.

- 17% increase in walking trips at Spaces for People intervention sites compared with a 9% decrease at comparative locations where no Spaces for People measures were installed.
- 15% increase in cycling trips at Spaces for People intervention sites compared with a 5% decrease at comparative locations where no Spaces for People measures were installed.
- 6% increase in motorised vehicle trips at Spaces for People intervention sites compared with a 64% increase at comparative locations where no Spaces for People measures were installed.

8. <https://www.transport.gov.scot/publication/covid-19-trends-in-transport-and-travel-in-scotland-during-the-first-year-of-the-pandemic>

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Sub-outcome 1.2: Mode shift – increased use of active travel (walking, cycling, wheeling) over private motorised or public transport for everyday journeys

This section investigates whether people switched to using active travel (walking, wheeling and cycling) rather than private motorised transport (cars, taxis, motorbikes) and public transport. Self-reported new mode usage/mode shift and the number of trips by user characteristics are the two key indicators reported on in this sub-outcome.

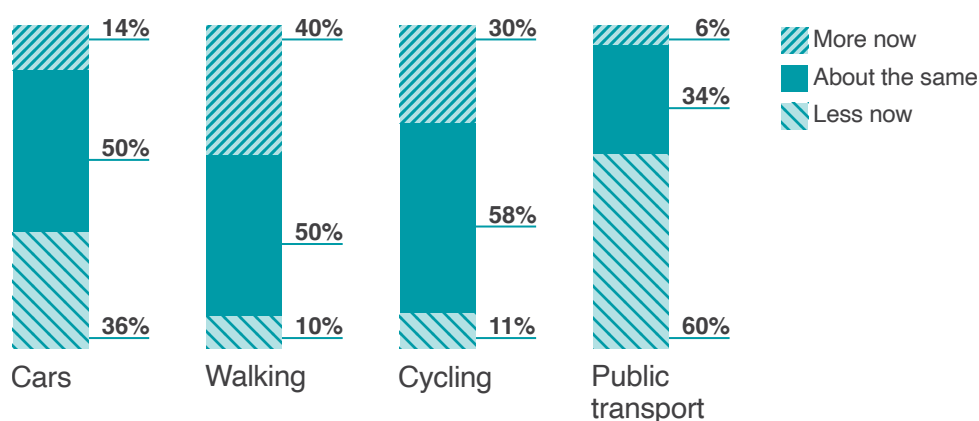
Self-reported mode shift

In four local authority areas, respondents were asked if they used different modes of transport “more now”, “less now” or “about the same” compared to before the COVID-19 period. None of the surveys asked whether these changes were specifically due to the Spaces for People measures installed, so results cannot be directly attributed to the measures. However, findings from counter analysis under [Sub-outcome 1.1](#) found Spaces for People locations experienced increases in active travel once measures were installed while control sites reported decreases during the same period.



Increased active travel was more commonly reported than decreased active travel ([Figure 1](#)). Among respondents who walked, 40% (431) reported walking more now compared to before the COVID-19 period, and 10% (106) reported walking less. Among those who cycled, 30% (142) reported cycling more and 11% (52) reported cycling less.⁹ For car use and public transport, more users reported a decrease in use than an increase. Among car users, 36% (449) said they used cars less. Among those who used public transport, 60% (364) reported using it less.

Figure 1: Reported change in transport use



Total number of respondents:
1,261 used cars; 1,072 walked; 466 cycled; 610 used public transport

9. Data on reported change in transport use collected from six surveys across four local authority areas.

Demographic breakdown

Analysis by gender showed that 42% (261) of women and 37% (157) of men reported walking more now. In comparison 12% of women and 7% of men reported walking less. Among both men and women 31% of respondents (75 and 64 respondents respectively) reported cycling more, while only 8% (19) of men and 12% (25) of women reported cycling less.¹⁰



While 61% (333) of white respondents report using public transport less now, only 40% (10)¹¹ of respondents from ethnic minority groups said the same.¹² This is consistent with wider research completed during the COVID-19 pandemic reporting on the disparity in transport use between different ethnicities during the pandemic.¹³

The biggest increase in walking was reported by 45–54-year-olds of whom 54% (89) said they walked more now. The smallest increase was among respondents aged 65 and over, of whom only 31% (110) said they walked more now. The biggest increase in cycling was also reported by 45–54-year-olds, with 36% (40) reporting an increase. The lowest increase was 23% (17) among 35–44-year-olds.

The biggest reported decrease in car usage was in the 45–54 age group, of whom 44% (85) reported using a car less. All age groups reported using public transport less, ranging from 46% (11) among 16–24-year-olds, to 75% (38) of 25–34-year-olds.¹⁴



Respondents with no mobility limitation were twice as likely as those with limited mobility to report walking more (44%, 323 compared to 22%, 40). A quarter (26%, 47) of respondents with limited mobility also reported walking less now compared to only 7% (49) of respondents with no mobility limitation.

All respondents reported similar reductions in public transport use: 63% (58) of respondents with limited mobility and 62% (256) of respondents with no mobility limitation reported using public transport less now.

Among respondents with limited mobility, 16% (34) reported using a car more, compared to 11% (73) of respondents with no mobility limitation. However, among those with limited mobility, 11% of respondents whose mobility is “limited a little” reported using the car more now, compared to 25% (19) of respondents whose mobility is “limited a lot”.



10. Data on gender collected from six surveys across four local authority areas.

11. Survey ethnicity response rate aligns with population distribution in these areas: survey distribution – 3.84%; population distribution – 4.09%.

12. Data on ethnicity collected from six surveys across four local authority areas.

13. Haque, Z., Becares, L. and Treloar, N. (2020). *Over-Exposed and Under-Protected: The Devastating Impact of COVID-19 on Black and Minority Ethnic Communities in Great Britain*. Runnymede, [online] Available at https://assets.website-files.com/61488f992b58e687f1108c7c/61c31c9d268b932bd064524c_Runnymede%20Covid19%20Survey%20report%20v3.pdf, [Accessed 1 Aug. 2022].

14. Data on age collected from six surveys across four local authority areas.

The majority (83%, 156) of respondents with limited mobility reported that they did not use cycling as a transport mode.

Across household income levels, those from higher earning households were more likely than other respondents to report walking more and using a car and public transport less.

Among respondents with a household income up to £20,000, 30% (51) reported that they walked more now, compared to 56% (90) of respondents from households earning over £50,000.¹⁵



Forty-three per cent (83) of respondents with a total household income of over £50,000 reported using a car less, compared to 38% (71) of those with a household income up to £20,000. However, this dropped to 29% (15) among those with a household income under £10,000.

Similarly, 69% (57) of respondents from households earning over £50,000 reported using public transport less compared to 59% (48) of those with a household income of up to £20,000. This dropped to 43% (10) among those with a household income under £10,000.

Summary: Sub-outcome 1.2

Across almost all groups, more respondents reported using cars and public transport less and walking and cycling more.

Walking

- 40% of respondents reported walking more now compared to before the COVID-19 period, while only 10% reported walking less.
- 26% of people whose mobility is limited reported walking less.
- People with higher household incomes reported walking more than those with lower household incomes.

Cycling

- 30% of those who cycled reported cycling more, and 11% reported cycling less.
- 36% of car users said they used cars less, and 14% reported using cars more.

Public transport

- 60% of people who use public transport use it less, while just 6% reported using it more.
- 24% of respondents from ethnic minority groups reported using public transport more compared to just 5% of white respondents. 40% of respondents from ethnic minority groups reported using public transport less compared to 61% of white respondents.

15. Data on household income collected from four surveys across four local authority areas.

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Sub-outcome 1.3: Facilitate safe physical distancing during active travel

This section includes results relating to whether people were physically distancing or not while using Spaces for People measures. There is very little data available for this measure. The following results are from one local authority area only.

Video recordings from nine Spaces for People sites¹⁶ were used to assess the interactions of pedestrians and cyclists. Interactions were classed as 'red', 'amber' or 'green' in relation to safe physical distancing and whether people using the infrastructure came within two metres of each other.

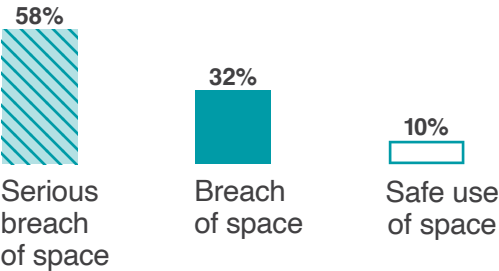
- Green: safe use of space, normal behaviour (two-metre distancing), includes:
 - People slowing down or changing direction to avoid coming within **two** metres of another person (without having to leave the pavement)
- Amber: generally unsafe, breach of space, includes:
 - People entering a live carriageway (road) to avoid coming within **two** metres of another person
 - People (not from the same group) being within **two** metres of another person
 - People slowing down or changing direction to avoid coming within **one** metre of another person (without having to leave the pavement)
- Red: serious breach of space, includes:
 - People entering a live carriageway (road) to avoid coming within **one** metre of another person
 - People (not from the same group) being within **one** metre of another person

Across all nine sites, 3,955 people were observed in 947 interactions. These interactions were analysed for compliance with physical distancing guidelines after installation of the Spaces for People measures. The analysis found that 363 people (10%) were involved in safe interactions (green), and 58% (2,092) of people were involved in interactions that seriously breached physical distancing requirements (red interactions) ([Figure 2](#)).

16. Six pavement widening measures and three streets closed to motorised vehicles.

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Figure 2: Percentage of people involved in interactions

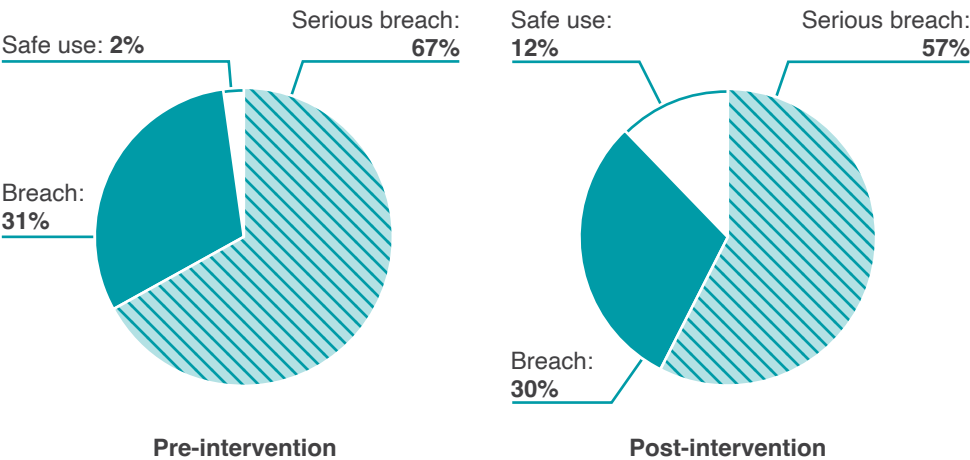


This data is from nine Spaces for People sites in one local authority

Physical distancing pre- and post-intervention

At six sites video recordings were taken before and after the Spaces for People measures were installed. At these locations, the proportion of people involved in safe (green) interactions increased from 2% pre-intervention (20) to 12% post-intervention (260) while the proportion of people involved in serious breaches of space (red) fell from 67% (881) to 57% (1,206) (Figure 3).

Figure 3: Percentage of people involved in physical distancing breaches, pre- and post-intervention



This data is from six Spaces for People sites in one local authority

Use of space

At four of these sites data was collected to determine how many people involved in interactions used the extra space provided by the Spaces for People measure installed (Table 2). Overall, approximately 20% of people involved in interactions used the additional space provided.

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Table 2: Number of people using additional space

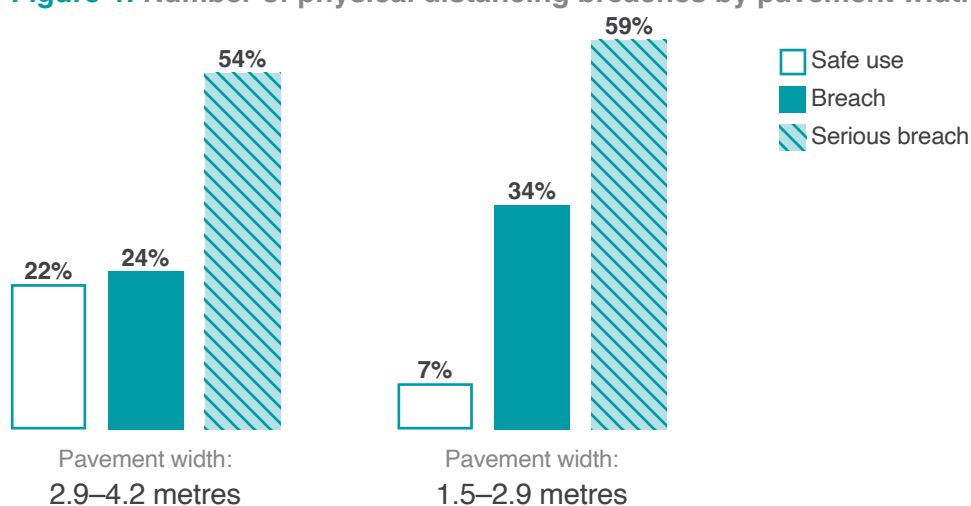
Location	Total number of people involved in interactions	Number of people using extra space	Percentage of people using extra space
Site 1	281	69	25%
Site 2	459	104	23%
Site 3	72	25	35%
Site 4	262	20	8%
Total	1,074	218	20%

Pavement widths

Pavement widths narrower than 2.9 metres make physical distancing more challenging. Sustrans' GIS team conducted analyses to estimate pavement widths where pavement widening measures were installed.

Among the nine sites where video interaction analysis was conducted, six pavement widths were between 1.5 and 2.9 metres. These locations had a higher percentage of red interactions (59% compared to 54%) and lower percentage of green interactions (7% compared to 22%) in comparison to sites with wider pavements (Figure 4).

Figure 4: Number of physical distancing breaches by pavement width



This data is from nine Spaces for People sites in one local authority

Pavement widths across Scotland

Several partners installed pavement widening measures in locations where pavements and other paved areas were particularly narrow and inadequate for physical distancing. Spatial analysis estimates that 90% of pavement widening measures funded by Spaces for People were within 20 metres of a pavement that was less than 2.9 metres wide.

There are limitations to this analysis as we do not have precise locations for all measures. The analysis also estimated that 82% of measures were within 20 metres of a pavement more than 2.9 metres wide.

Summary: Sub-outcome 1.3

The following results are from one local authority area:

- There was an increase in the proportion of safe, physically distant interactions after installing Spaces for People measures (2% to 12%).
- 20% of people used the extra space provided by pavement widening.
- Wider pavements enabled a higher proportion of interactions to be safe and physically distanced.

Sub-outcome 1.4: Facilitate safe use of infrastructure for active travel

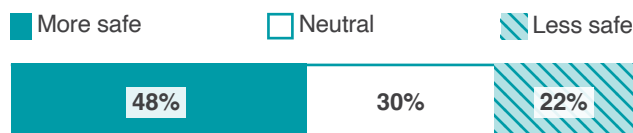
Perception surveys conducted by Transport Scotland in May 2020 found that concern about being unable to physical distance was high: 44% of respondents felt fairly or very concerned about physical distancing when walking. While this is lower than the reported levels of concern when using public transport (66–76%), it is higher than concern when using private vehicles (21%).¹⁷

This section reports findings relating to the perception of safety when using Spaces for People infrastructure and whether measures enabled safe physical distancing during active travel.

Perceived safety when using infrastructure

When asked whether they felt safer¹⁸ walking or cycling because of Spaces for People measures, 48% of respondents (2,392) said they felt safer, 22% (1,069) said they felt less safe, and 30% (1,488) reported feeling neutral.¹⁹

Figure 5: Do you feel safer walking and/or cycling because of the Spaces for People measures?



Total number of respondents: 4,949

17. <https://www.transport.gov.scot/publication/covid-19-public-attitudes-survey-data-wave-1>.

18. The programme outcome relates to feeling safe in relation to COVID-19. The survey questions, however, asked about general feeling of safety and were not specific to COVID-19.

19. Data on perceived safety collected from eight surveys across 16 local authority areas.

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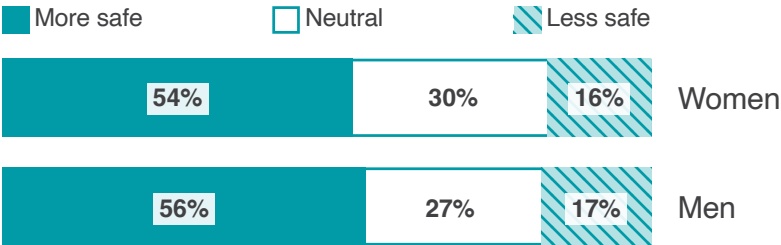
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Men and women felt similarly about safety: 56% (913) of men and 54% (1,020) of women reported feeling safer, while 16% (304) of women and 17% (284) of men reported feeling less safe.²⁰

Figure 6: Perception of safety while travelling by gender

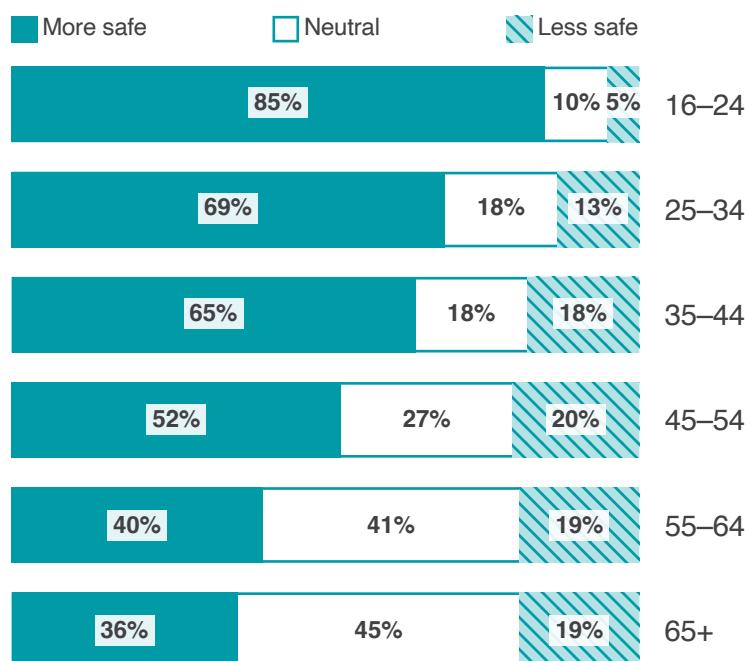


Total number of women: 1,894. Total number of men: 1,645

A higher proportion of those in younger age groups reported feeling safer walking and cycling because of the temporary measures than those in older age groups — 85% (273) of those under 25 said they felt safer, compared to 36% (269) of those aged 65 and over.²¹ However, older age groups did not generally feel more unsafe. There was a rise in neutral responses about safety from those aged 55 and over. Only 10% (31) of respondents under 25 reported a neutral response compared to 45% (336) of those aged 65 and over (Figure 7). In no age group did more than 20% of people feel less safe because of the temporary measures.

20. Data on gender collected from seven surveys across 16 local authority areas.

21. Data on age collected from seven surveys across 16 local authority areas.

Figure 7: Perception of safety whilst travelling by age

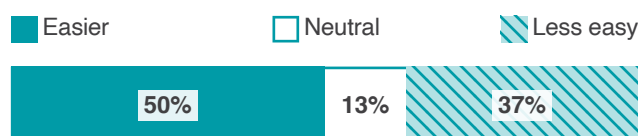
Total respondents: 16–24 = 321, 25–34 = 472, 35–44 = 735, 45–54 = 718, 55–64 = 578, 65+ = 745

Respondents reporting limited mobility were less likely than those with no mobility limitations to say they felt more safe (35%, 128 respondents and 42%, 664 respondents respectively). Additionally, 23% (83) of people with limited mobility reported feeling less safe, whereas 18% (286) of people with no mobility limitation said the same.²²

Respondents from different ethnic groups reported similar levels of feeling safer. Around a third of respondents from ethnic minority groups (35%, 32) and white respondents (36%, 576) said they felt safer, while 17% (16) of respondents from ethnic minority groups and 21% (342) of white respondents said they felt less safe.²³

Safe physical distancing during active travel

Half (50%, 656) of respondents said that the measures had made it easier for them to physically distance, while 13% (188) were neutral and 37% (457) said the measures had not made it easier.²⁴

Figure 8: Have the measures made it easier to physically distance?

Total number of respondents = 1,301

22. Data on mobility collected from five surveys across 16 local authority areas.

23. Data on ethnicity collected from four surveys across 15 local authority areas.

24. Data on physical distancing collected from three surveys across 15 local authority areas.

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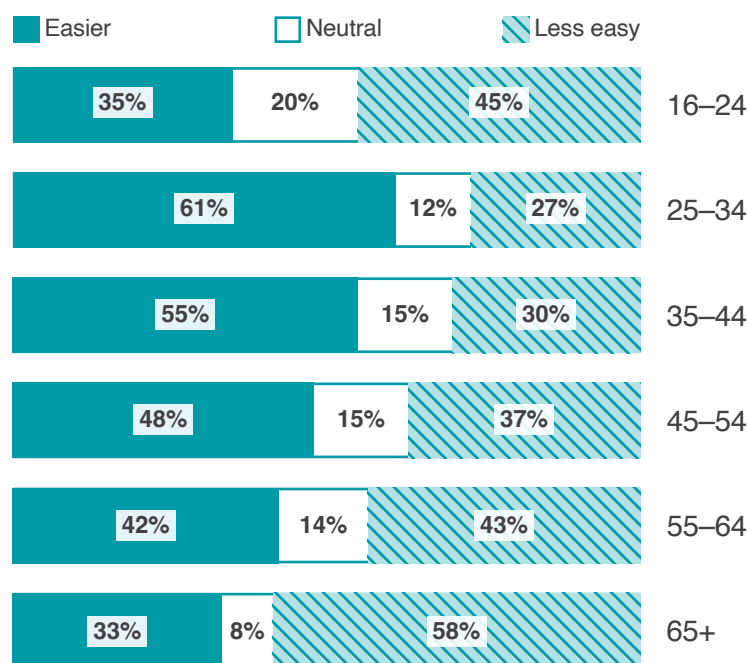
Outcome 1

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Men were more likely than women to report that the Spaces for People measures had made it easier to physically distance: 54% of men (159) compared to 46% (139) of women.²⁵

Those aged 25–34 were most likely to report that the Spaces for People measures had made it easier to physically distance: 61% (62) of this age group compared to 33% (12) of those aged 65 and over said the measures had made it easier to physically distance.²⁶

Figure 9: Have the measures made it easier to physically distance by age group?



Total respondents = 595, 16–24 = 20, 25–34 = 102, 35–44 = 177, 45–54 = 177, 55–64 = 83, 65+ = 36

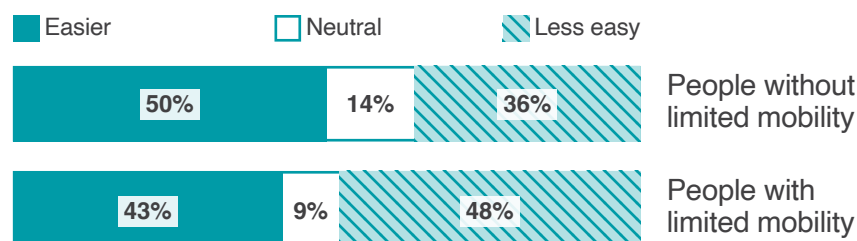
Among respondents with limited mobility, 43% (29) agreed that the measures made it easier to physically distance compared to 50% (238) of those with no mobility limitation.²⁷

25. Data on gender collected from two surveys across 15 local authority areas.

26. Data on age collected from two surveys across 15 local authority areas.

27. Data on mobility collected from one survey across 15 local authority areas.

Figure 10: Have the measures made it easier to physically distance by mobility?



Total respondents = 544, people with limited mobility = 67, people with no mobility limitation = 477

Summary: Sub-outcome 1.4

Respondents were asked whether they felt safer because of the Spaces for People measures put in place in their area.

- Overall, 48% of respondents felt safer, and 30% had a neutral response.
- A higher proportion of younger respondents reported that the measures made them feel safer. Older respondents reported feeling neutral more often than feeling less safe.
- 23% of people with limited mobility felt less safe because of the measures, compared to 18% of people with no mobility limitation.

Respondents were asked whether the Spaces for People measures had made it easier to physically distance whilst walking or cycling.

- 50% of respondents said the measures had made it easier, and 37% said they had made it less easy.
- Men (54%) were more likely to say the measures made it easier to physically distance than women (46%).
- More people with limited mobility said the measures made it less easy to physical distance (48%) than people with limited mobility who said the measures made it easier to physically distance (43%).

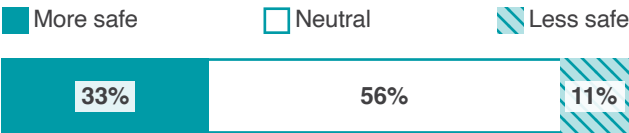
Sub-outcome 1.5: Facilitate safe physical distancing in public space

The monitoring framework included an indicator to assess the number of individuals using public space in line with physical distancing requirements. Insufficient data is available to report on this indicator.

Sub-outcome 1.6: Facilitate safe use of public space

This sub-outcome refers to spending time in public spaces, rather than travelling through public areas as referred to in sub-outcome 1.4. Overall, 33% (292) of respondents said the measures made them feel safer spending time in their local area and 11% (100) said they felt less safe, but the majority, 56% (504), were neutral in their views on this question.²⁸

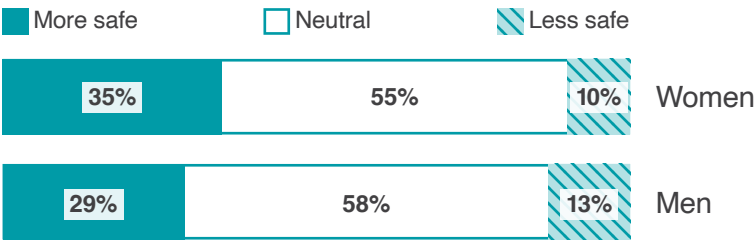
Figure 11: Perception of safety in local area



Total respondents = 1,946

Over a third (35%, 179) of women reported feeling safer in their local area because of the measures; a slightly smaller proportion of men (29%, 110) said the same.²⁹

Figure 12: Perception of safety in local area by gender



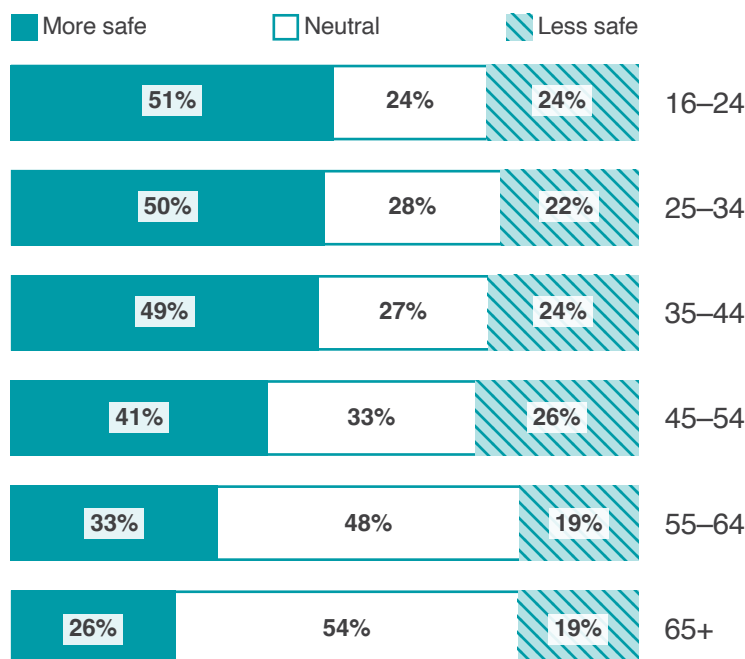
Total respondents = 1,688, women = 952, men = 736

Younger age groups reported feeling safer as a result of the measures at higher rates than older groups. Between 51% and 49% of those aged between 16 and 45 compared to 26% (133) of those aged 65 and over reported feeling safer because of the measures. However, older age groups did not report feeling less safe because of the measures; rather, the proportion of people reporting feeling neutral about the safety of the measures increased as age increased.

28. Data on perceptions of safety in local areas collected from three surveys across 16 local authority areas.

29. Demographic data related to gender, age, mobility and ethnicity collected from three surveys across 16 local authority areas.

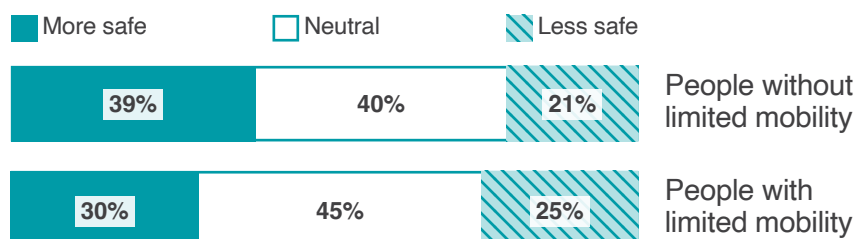
Figure 13: Perception of safety in local area by age



Total respondents = 1,692, 16–24 = 45, 25–34 = 167, 35–44 = 265, 45–54 = 347, 55–64 = 364, 65+=504

People with limited mobility were less likely to feel safer because of the measures: 30% (92) felt safer because of the measures compared to 39% (533) of those with no mobility limitations.

Figure 14: Perception of safety in local area by mobility



Total respondents = 1,687, people with no mobility limitation= 1,377, people with limited mobility = 310

Respondents from ethnic minority groups and white respondents were equally likely to report feeling safer because of the measures, with 38% in each group saying they felt safer (32 and 595 respectively). White respondents reported higher rates of feeling less safe: 22% (344) said they felt less safe because of the measures compared to just 16% (14) of people from ethnic minority groups.

Those in the highest and lowest household income brackets were most likely to report feeling safer: 41% (36) of those with household incomes of less than £10,000 and 37% (68) of those with household

Outcome 1

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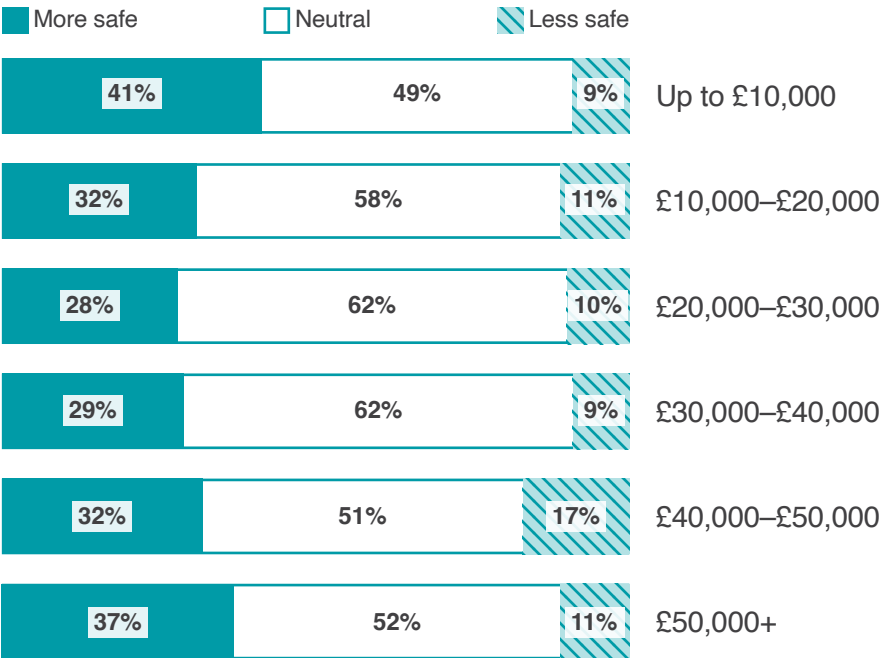
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incomes over £50,000 felt safer because of the measures. Those with household incomes between £40,000 and £50,000 were more likely (17%, 19) than those in other income groups to report feeling less safe because of the measures.³⁰

Figure 15: Perception of safety in local area by household income



Total respondents = 896, up to £10,000 = 87, £10,000–£20,000 = 208, £20,000–£30,000 = 193, £30,000–£40,000 = 112, £40,000–£50,000 = 111, £50,000+=185

Summary: Sub-outcome 1.6

Respondents largely felt neutral about whether the Spaces for People measures had made them feel safer in their local area. However, among all groups analysed, more respondents said the measures had made them feel more safe than less safe.

Sub-outcome 1.7: Increase physical activity (through walking, wheeling and cycling)

The data relating to sub-outcome 1.1 suggested that the Spaces for People measures supported an increase in active travel, and analyses for sub-outcome 1.2 found a general increase in walking and cycling when compared to before the COVID-19 pandemic. This increase may not, however, indicate an overall increase in physical activity. National guidance during the pandemic led to multiple time periods when access to gyms, leisure centres or sports activities was limited. Spaces for People, however, may have supported alternative forms of physical activity, such as walking and cycling. As seen in outcome 2, there

30. Data on household income collected from three surveys across three local authority areas.

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[Outcome 2](#)

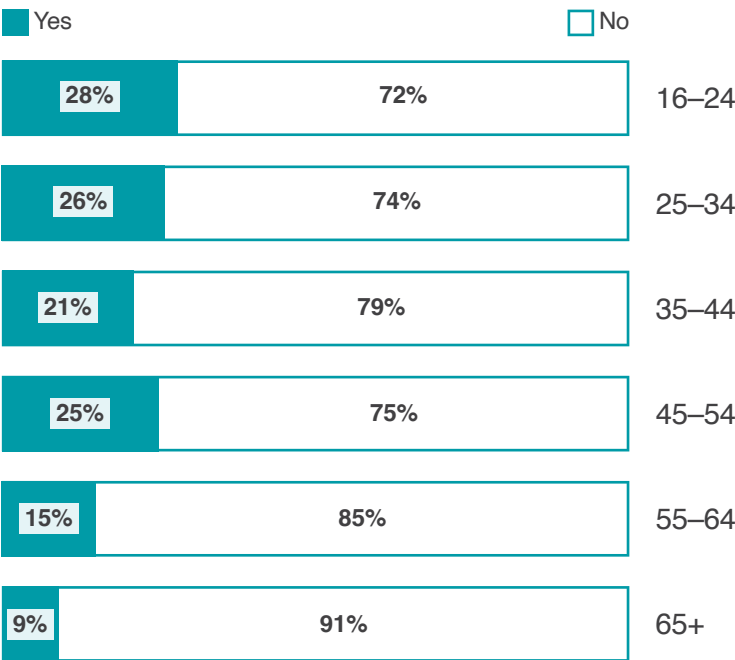
[Outcome 3](#)

[Outcome 4](#)

were 4,981 greenspaces within a 10-minute walk of Spaces for People measures. Surveys in four local authority areas asked respondents whether they exercised more following the introduction of Spaces for People measures. The results are presented below. We are not able to determine how many people maintained activity levels due to the measures, only those who reported increases.

On average, 20% (248) of respondents reported exercising more because of the changes made to their streets. This was similar among men (20%, 107) and women (19%, 137).³¹

Figure 16: Increase in exercise by age



Total respondents = 1,189, 16–24 = 29, 25–34 = 78, 35–44 = 128, 45–54 = 196, 55–64 = 287, 65+=471

People with limited mobility were less likely than other respondents to report exercising more because of the measures: 21% (206) of those with no mobility limitation said they exercised more, whereas just 12% (31) of those with limited mobility said the same.

Among white people, 16% (174) reported exercising more because of the measures; 20% (14) of people from ethnic minority groups reported the same.

People from households with incomes over £30,000 were more likely than other groups to say they exercised more because of the measures. Twenty-one per cent (40) of those from households earning over £50,000 said they exercised more compared to 15% (14) of those from households with an income of less than £10,000 and 11% (20) of those from households with an income between £20,000 and £30,000.

31. Data on increased physical activity collected from five surveys across four local authority areas.

Some survey respondents also reported walking and cycling more than before the COVID-19 period – see sub-outcome 1.2 for more details. However, it is not possible to say whether this represented an increase in overall exercise.

Summary: Sub-outcome 1.7

Most people did not report exercising more because of the changes made to their street: just 20% (248) of respondents said they exercised more. However, 40% of people reported walking more and 30% reported cycling more compared to before the COVID-19 period.

Sub-outcome 1.8: Reduce congestion on public transport to support safe physical distancing

In a Transport Scotland survey conducted in May 2020, 49% of respondents agreed that they avoided public transport and used a car more than they did before lockdown.

Spaces for People survey analysis on use of different travel modes found that respondents with limited mobility, from ethnic minorities and in the lowest income brackets reported higher use of public transport than other groups.³²

Findings from [Sub-outcome 1.1](#) and [Sub-outcome 1.2](#) provide insight into the impact Spaces for People measures may have had on congestion on public transport. The analysis for [Sub-outcome 1.2](#) identified a decrease in the number of respondents using public transport. The counter analysis from [Sub-outcome 1.1](#) found an increase in people walking and cycling at Spaces for People locations; this increase is also significant at peak hours when congestion could occur on public transport.

Speed limit reductions

How do speed limit reductions relate to COVID-19 safety and active travel?

In the UK, the classification of daily exercise as permitted ‘essential travel’ caused an initial increase in active travel in residential areas.³³ Active travel has facilitated physical distancing during commuting and leisure activities, providing a flexible and private mode of transport.³⁴ One local authority called their speed limit reduction measures “walker/cycle friendly zones on rural roads”. Slower vehicle speeds may make active travel

32. Results available in [Appendix C](#).

33. Peden, M. and Kobusingye, O. (2020). Transport and health during and after COVID-19: An Insight. High Volume Transport Applied Research [online] Available at: https://assets.publishing.service.gov.uk/media/5f8da545d3bf7f49ae830ced/HVT029_-_Transport_and_Health_Insight_Paper_FINAL.pdf [Accessed 1 Aug. 2022]

34. Nikitas, A., Tsigdinos, S., Karolemeas, C., Kourmpa, E. and Bakogiannis, E. (2021). Cycling in the Era of COVID-19: Lessons Learnt and Best Practice Recommendations for a More Bike-Centric Future. Sustainability, 13(9).

more appealing to people, including those who would otherwise have used public transport; however, we do not have data specific to Spaces for People that demonstrates this. The relationship between people walking, people cycling, and drivers has been established in the literature as central to safety, and the value of 20mph speed limits lies in their potential to balance and regulate interactions between these groups.³⁵ At the same time, several studies emphasise the complexity of the impact of reductions in speed on multiple aspects of public and environmental health.^{36, 37}

Spaces for People 20mph zones

Analysis was completed on speed surveys conducted in seven local authority areas across 236 Spaces for People locations. An average speed of 25.8mph was recorded at Spaces for People sites before measures were implemented. This dropped by 3.35mph to an average speed of 22.5mph following implementation. A drop in speed bracket was recorded at half (49%) of sites ([Table 4](#)), with the most frequent drop being from >25–30mph to >20–25mph ([Table 3](#)).

Table 3: Change in speed pre- and post-implementation of Space for People measures

		Post-implementation						Total
		0–20	>20–25	>25–30	>30–35	>35–40	>40	
Pre-implementation	0–20	31	3	0	0	0	0	34
	>20–25	9	49	2	0	0	0	60
	>25–30	7	68	33	0	0	0	108
	>30–35	7	5	12	0	0	0	24
	>35–40	0	0	1	4	0	0	5
	>40	1	0	0	1	0	3	5
	Total	55	125	48	5	0	3	236

35. Buehler, R. and Pucher, J. (2021). COVID-19 Impacts on Cycling, 2019-2020. *Transport Reviews*, 41(4), pp. 393-400.

36. Cleland, C., McComb, K., Kee, F., Jepson, R., Kelly, M., Milton, K., Nightingale, G., Kelly, P., Baker, G., Graig, N., Williams, A. J., and Junter, R. (2020). Effects of 20mph interventions on a range of public health outcomes: A meta-narrative evidence synthesis. *Journal of Transport & Health*, 17.

37. Atkins, AECOM, and Maher, M. (2018). 20mph Research Study: Process and Impact Evaluation Headline Report. [online] Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/757302/20mph-technical-report.pdf [Accessed 1 Aug. 2022].

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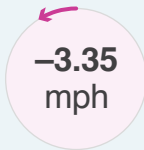
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Table 4: Number of locations with change in speed brackets

	No of sites	% of all sites
Increase in speed bracket	5	2%
Decrease in speed bracket	115	49%
No change in speed bracket	116	49%
Total sites	236	100%

Summary of speed limit reduction

- An average speed reduction of 3.35mph was recorded at Spaces for People sites.
- Half (49%) of sites recorded a drop in speed bracket, most frequently from 25–30mph to 20–25mph.



**-3.35
mph**

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Location: (1) Charlotte St, Perth & Kinross (2) St Magdelens,
Perth & Kinross
Intervention: Automatic crossings
Photographer: Angus Forbes

Outcome 2: Increased provision of infrastructure that supports safe active travel for essential journeys

The Spaces for People programme aimed to provide infrastructure to support safe active travel for essential journeys. Government guidance during the COVID-19 pandemic resulted in a reduction in the number of trips made across Scotland. Spaces for People measures aimed to support safe physical distancing when making essential journeys such as to the supermarket, for medical purposes or to access greenspaces for exercise.

Spatial analysis

In the 30 local authorities that participated in the Spaces for People programme, more than 2 million people lived within a 10-minute walk of a Spaces for People measure.³⁸ This equates to approximately 40% of the total population living within these local authorities.

Overall, Spaces for People measures are within a 10-minute walk of 50% or more of Scotland's pharmacies, dentists, and universities, and over 40% of Scotland's GP surgeries, hospital facilities and supermarkets. [Table 5](#) provides an overview of essential services near Spaces for People interventions.

Table 5: Essential services within a 10-minute walk of a Spaces for People measure

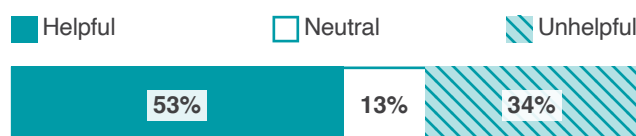
Service	Number of facilities	% of all facilities in Scotland
Dental practice	574	56%
University facility	64	54%
Pharmacy	411	50%
GP surgery	418	45%
Supermarket	1,312	43%
Hospital facility	114	41%
School	848	32%
Greenspace	4,981	29%

38. To analyse the potential impact of Spaces for People projects on essential journeys, the Sustrans Geographic Information Systems (GIS) team undertook spatial analysis to determine the location of Spaces for People measures in relation to healthcare, essential retail (supermarkets), education and outdoor exercise amenities. All relevant amenities within a 10-minute walk of a Spaces for People measure were included in the analysis.

Perception surveys

Five surveys, covering 16 local authorities, asked respondents how helpful the Spaces for People measures were when making essential journeys. Overall, 53% (1,207) said the measures were helpful, and 34% (758) said they were unhelpful.³⁹

Figure 17: Helpfulness of measures when making essential journeys



Total responses 2,260

Demographic breakdown

More than half of both women (54%, 489) and men (53%, 371) found the measures helpful. Around a third of both women (30%, 271) and men (32%, 222) found the measures unhelpful.



A similar rate of respondents from ethnic minority groups and white respondents found the measures helpful – 53% (41) and 54% (819) respectively. Thirty per cent of both respondents from ethnic minority groups (23) and white respondents (457) found the measures unhelpful.

All age groups found the measures more helpful than unhelpful, with the proportion of respondents saying the measures were helpful ranging between 51 and 59%. There is a consistent pattern of perceptions of helpfulness and unhelpfulness across all age groups, as shown in [Figure 18](#).

Just over a third (36%, 108) of respondents with limited mobility said the measures were unhelpful, compared to just under a third (29%, 389) of those with no mobility limitation. Just under a half (48%, 143) of those with limited mobility said they found the measures helpful.⁴⁰ This is shown in [Figure 19](#).



People from lower income households tended to find the measures more helpful for making essential journeys than those from higher income households. Two-thirds (66%, 278) of people with a household income of less than £20,000 found the measures useful.⁴¹ This is shown in [Figure 20](#).

39. Data on the helpfulness of measures collected from five surveys across 16 local authority areas.

40. Data on gender, ethnicity, age and mobility collected from four surveys across 16 local authority areas.

41. Data on household income collected from three surveys across three local authority areas.

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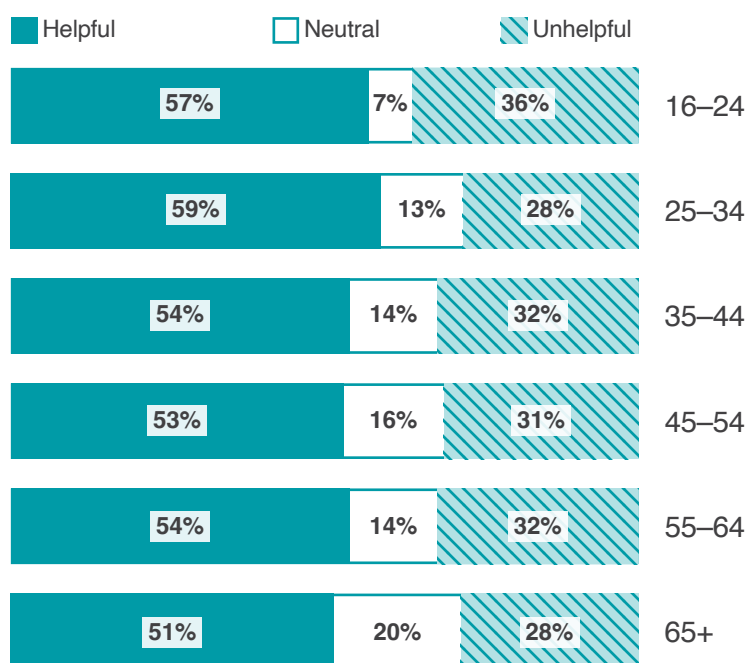
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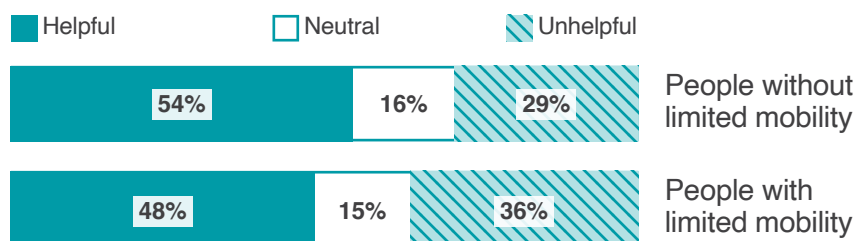
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Figure 18: Helpfulness of measures for making essential journeys by age



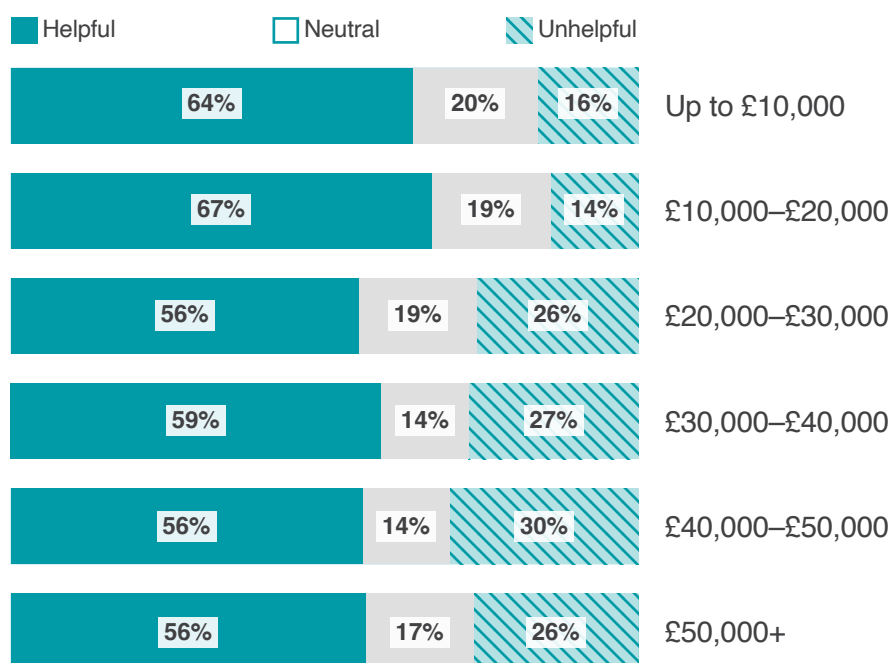
Total responses 1,619, 16-24 = 44, 25-34 = 156, 35-44 = 264, 45-54 = 335, 55-64 = 340, 65+=480

Figure 19: Helpfulness of measures for making essential journeys by mobility



Total responses 1,616

Figure 20: Helpfulness of measures for making essential journeys by household income

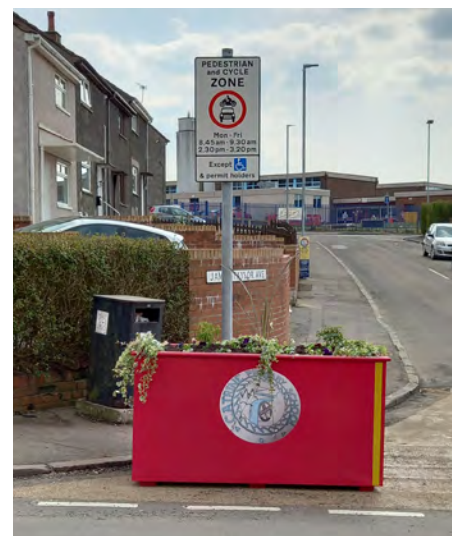


Total responses 836

Case study: East Ayrshire School Streets

School Streets timed road closures were implemented using Spaces for People funding to help children and their parents and carers make the essential journey to and from school using active modes. There were 24 schemes implemented across Scotland during the life of the project. A case study of their implementation in one local authority area is presented below.

School Streets is a scheme that implements temporary motor traffic restrictions on roads close to a school during pick-up and drop-off times. During these times, the streets are closed to general traffic but remain open for vehicles belonging to residents, blue badge holders, and other exempt groups.⁴² The scheme aims to create a safer journey to and from school for pupils, parents and carers, aligning with the Spaces for People programme aim of making it safer for people to actively travel for essential journeys during the COVID-19 pandemic. Removing motorised vehicles from the streets



Planter and road closure sign outside Catrine Primary School. Photographer: H Underwood, Ayrshire Roads Alliance

42. Exempt groups include school transport vehicles (buses and contracted taxis), carers and emergency services.

not only reduces the risk of traffic accidents but provides more room for pedestrians and cyclists to physically distance.

In East Ayrshire two schools (Catrine Primary School and St Sophia's Primary School) participated in the School Streets scheme, funded by Spaces for People. In each case, the nominated roads around the schools were closed for between 30 and 45 minutes at the beginning and end of the school day. The trials started on Monday 19 April 2021.

Planters were placed at the entrances to the restricted area. For the first two weeks of the scheme the police enforced the restrictions (checking permits). There has been no similar formal in-person enforcement since, but residents can report non-compliance to the police.

Results⁴³

To measure the effects of the School Streets, a survey was sent out to teachers and parents at the schools, and traffic speed, traffic volume counts and video surveys were conducted at several sites both on the School Streets and on nearby roads. The findings of these are below:

- After the School Streets were implemented, active travel (walking, wheeling, and cycling) increased at every site that was monitored.
- Over three quarters of respondents at Catrine Primary School (79%, 61) and over half the respondents at St Sophia's Primary School (59%, 32) supported the School Streets.
- The majority of respondents in Catrine (84%, 74) and at St Sophia's (60%, 33) were in favour of keeping the School Streets in place in the longer term.
- At Catrine Primary School, 79% (59) of respondents agreed that the roads felt safer to use, 51% (69) agreed that it was easier to physically distance, and 81% (58) agreed that the street was more child friendly.
- At St Sophia's Primary School, 47% (25) of respondents agreed that the roads felt safer to use, 29% (15) agreed that it was easier to physically distance, and 51% (27) agreed that the street was more child friendly.
- The majority of respondents in Catrine (79%, 59) and at St Sophia's (68%, 28) said that fewer cars on the road and pavement was an advantage of the School Street.



A map of the road closures (map data: Google 2021, additions: Callum Martin, reproduced from East Ayrshire School Projects Monitoring Report Appendix)

43. www.east-ayrshire.gov.uk/CouncilAndGovernment/Spaces-for-people/School-streets.aspx

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- Traffic volumes reduced by up to 78% at Catrine Primary School and 61% at St Sophia's Primary School after the School Streets were implemented. There were no increases in vehicle speeds at either school.

Summary: Outcome 2

Spaces for People measures covered around half of the network of essential services across Scotland; this included 50% of pharmacies, 56% of dental practices and 45% of GP surgeries. More than half of respondents reported that the measures were useful in helping them to access essential services. Survey results show that more women found the measures useful for accessing essential services than men, and that more people with limited mobility found them unhelpful than those with no mobility limitation. More respondents in lower income households found the measures helpful than those in higher income households.

The case study demonstrates that the School Streets scheme proved popular among parents, teachers, and local residents. Active travel increased at every monitored School Streets site, and traffic volume decreased at both schools.

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Location: Midpark Hospital Link, Dumfries

Intervention: Vegetation cut back

Photographer: Jim McEwan

Outcome 3: Demonstrate that rapid delivery of infrastructure for walking, wheeling and cycling is possible

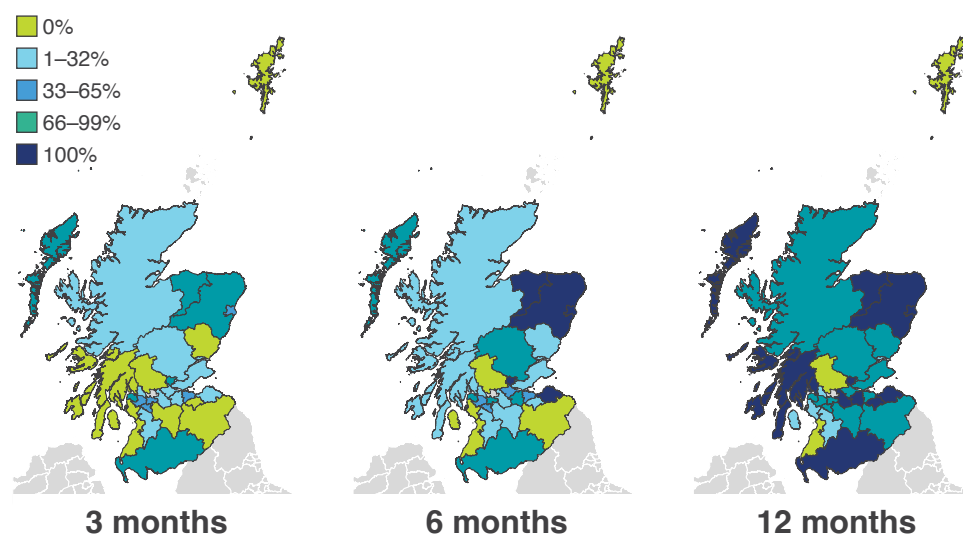
The emergency nature of the COVID-19 pandemic required infrastructure to be installed quickly for immediate use. Transport use in Scotland changed significantly in the initial months of the pandemic and shifted continuously over the following 18-month period through subsequent changes in travel guidelines.

Spaces for People funding was awarded from May 2020 onwards, and within the first three months 258 interventions had been installed, accounting for 20% of all Spaces for People interventions implemented over the course of the programme (Table 6). The number of interventions increased to 459 by the end of the first six months, and 1,015 by the end of the first year, representing 35% and 78% respectively of all interventions eventually put in place.

Table 6: Rollout of Spaces for People measures at 3, 6 and 12 months

	3 months		6 months		12 months	
	Number	%	Number	%	Number	%
Interventions installed	258	20%	459 (+201)	35% (+15%)	1,015 (+556)	78% (+43%)
Partners with at least one intervention installed	23	70%	27	82%	30	91%

Map 1: Percentage of measures installed at 3, 6 and 12 months by local authority



Roll out of different types of intervention

The type of intervention installed changed over the initial 12-month period. Pavement widenings and the closure of streets to motor vehicles were installed most rapidly with over 57% (116) and 58% (34) respectively of these two types of measure implemented within the first three months. The number of speed limit reductions put in place increased from 115 in the first three months to 316 within the first year.

Overall, close to 80% of measures were installed within a year of the start of the programme in May 2020. Nine out of ten (91%) partners had at least one measure installed by this time (Table 6).⁴⁴

Equality Impact Assessments

An Equality Impact Assessment (EqIA) is a process through which planned policies or infrastructure are tested to assess whether they have an adverse effect on people with protected characteristics and other groups, and, if so, how this could be mitigated. Protected characteristics are defined in the Equality Act 2010 as follows: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation. Many EqIAs also consider socioeconomic disadvantage. In the case of active travel infrastructure such as Spaces for People, an EqIA aims to understand the impacts and effects on different groups and make infrastructure safe and inclusive for all.

Spaces for People highlighted the importance of completing EqIAs for temporary infrastructure, and the need to consult with a range of stakeholders when planning and designing infrastructure in order to ensure it is inclusive. The evaluation team read a number of EqIAs and found a variation in the thoroughness and quality of EqIAs.

Summary: Outcome 3

Spaces for People was launched with the intention of rapidly installing measures. Three months after the launch of Spaces for People 70% of partners had installed at least one intervention, rising to 91% after a year. The interventions that were installed most rapidly were pavement widening and the closure of streets to motorised vehicles.

44. Although additional funding became available later into the summer of 2020 this analysis reviews the programme as a whole from the initial round of funding.

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Location: Union Street, Dundee

Interventions: Streets closed to motorised vehicles, pedestrian and cycle zone, planters and seating

Photographer: Paul Reid

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Outcome 4: Support the case for permanent infrastructure for walking, wheeling and cycling

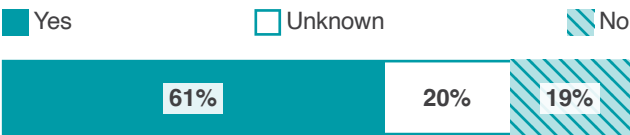
The aim of Spaces for People was to provide temporary infrastructure to support people during the COVID-19 pandemic. Some measures were considered to have further benefits beyond the pandemic. Many partners therefore undertook public consultation and monitoring to determine if measures should be made permanent, and the findings reported here refer to those measures for which the plans for permanency were known at the time the analysis was undertaken.

Plans for permanency

In some locations Spaces for People measures have been removed but there are plans to introduce similar permanent measures in the future. While some partners considered plans such as these to be permanent extensions of Spaces for People, others did not. These plans were recorded as reported by Spaces for People partners. Interventions such as vegetation cutback, which by their nature cannot be made permanent, are not included in this reporting.

Partners planned to keep 61% (670) of interventions beyond the end of the Spaces for People programme in March 2022 (Figure 21). For 19% (207) of interventions, there were no plans to make them permanent.

Figure 21: Percentage of projects planned to be made permanent



Interventions tracked = 1,092

Cycle parking is the most frequent measure to be made permanent across partners, with 97% (222) planned to remain. Following this, 69% of crossing upgrades, and 67% of 20mph speed limit reductions are planned to be made permanent. The measures least likely to be made permanent are the closure of streets to motorised vehicles (29%, 17) and pavement widening (25%, 48). This is shown in Figure 22.

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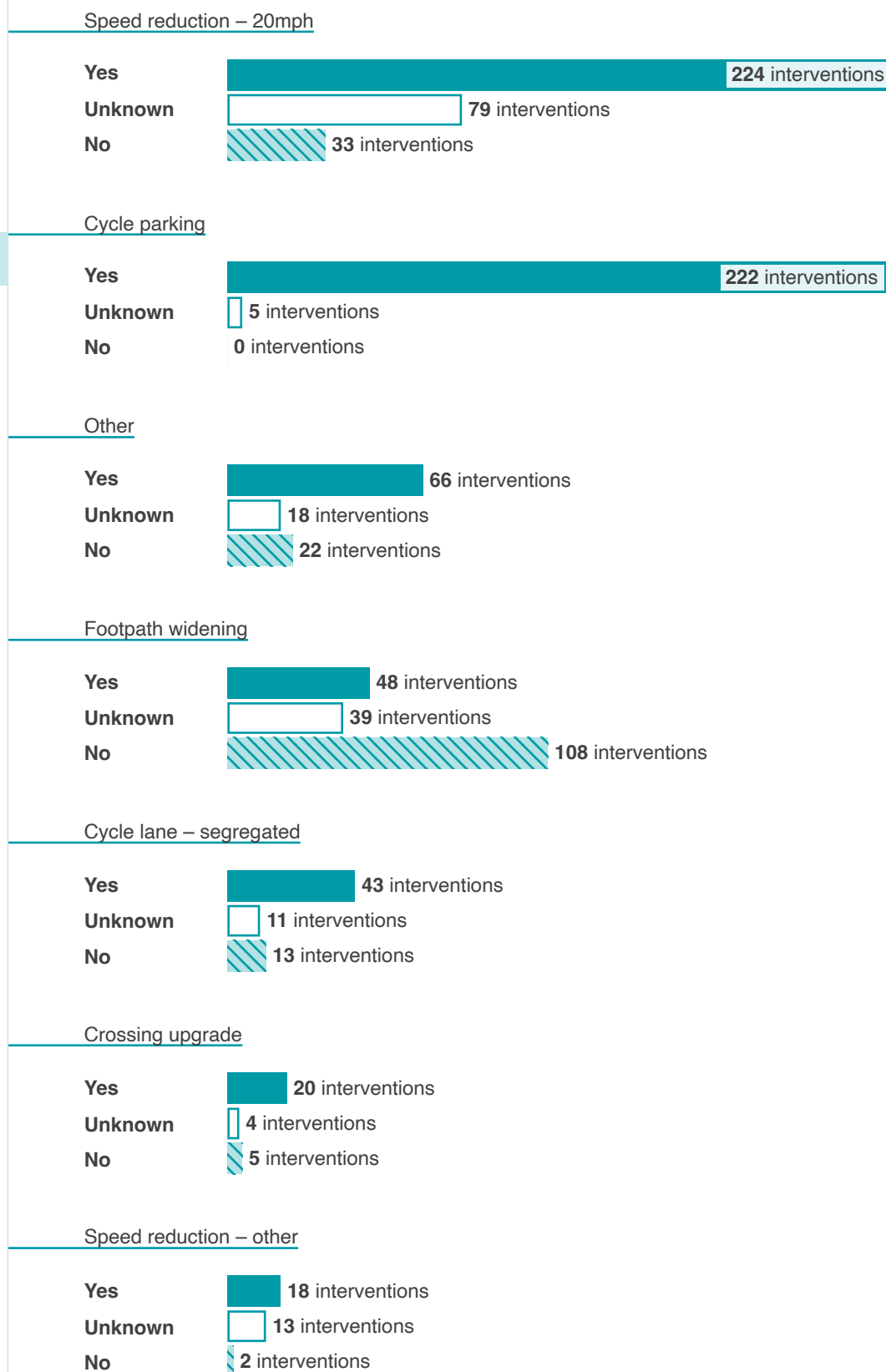
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Figure 22: Permanency plans by intervention type



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Street closure

Yes	 17 interventions
Unknown	 19 interventions
No	 22 interventions

Cycle lane – non-segregated

Yes	 7 interventions
Unknown	 9 interventions
No	 1 interventions

Street closure – school street

Yes	 5 interventions
Unknown	 18 interventions
No	 1 interventions

1,092 interventions

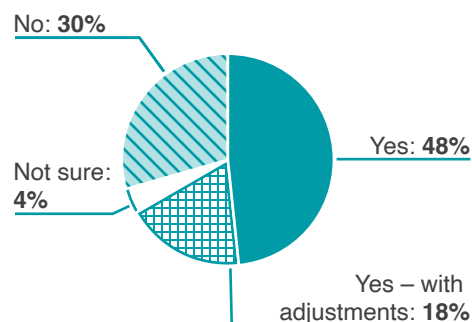
Perception survey

Seven surveys, covering 17 local authorities, asked respondents if they supported making the Spaces for People measures permanent. Two-thirds (66%) of respondents (3,521) agreed measures should be made permanent. This includes 48% (2,349) of survey respondents who said they should remain as they are, and 18% (902) who said they should remain with adjustments. Almost a third of respondents (29%, 1,446) said the measures should be removed.

Respondents were also asked about the positives and negatives that have come from the measures: 24% (192) of respondents agreed that there was less traffic congestion; 20% (161) agreed the measures meant there was better air quality or less pollution; and 48% (339) of respondents agreed that the measures made it harder to park.⁴⁵

45. Data on the positive and negative effects of the measures collected from three surveys across six local authority areas.

Figure 23: Should the measures be made permanent?



Total respondents = 4,904

Demographic breakdown

Men were more likely to say the measures should remain than women: 75% (1,092) of men favoured permanency compared to 68% (1,039) of women. In contrast, 27% (421) of women did not support measures being made permanent compared with 23% (329) of men.⁴⁶

Respondents from ethnic minority groups were more likely than white respondents to say the measures should be kept: 69% (53) of respondents from ethnic minority groups said the measures should be made permanent compared to 53% (752) of white respondents. Almost half of white respondents (45%, 647) did not support measures being made permanent compared to just under a third (31%, 24) of respondents from ethnic minority groups.⁴⁷



Older age groups were the least likely to want the measures to be made permanent: 31% (203) of 55–64-year-olds and 39% (243) of respondents aged 65 and over did not support measure being made permanent compared to between 13% and 21% of those in younger age groups (163 in total). Most age groups were more likely to support measures being made permanent than not to support this.⁴⁸

Around half of those with limited mobility (51%, 136) and with no mobility issues (54%, 669) thought the measures should be made permanent.⁴⁹

In terms of household income, those with incomes between £20,000 and £30,000 were the least likely to want the measures to remain in place, with 47% (78) supporting the measures. This was the only household income bracket where less than 50% of respondents wanted the measures to remain in place; between 55% and 60% of respondents in all other income brackets supported the measures being made permanent.⁵⁰

46. Data on gender and age collected from five surveys across 17 local authority areas.

47. Data on ethnicity and mobility collected from four surveys across 16 local authority areas.

48. Data on gender and age collected from five surveys across 17 local authority areas.

49. Data on ethnicity and mobility collected from four surveys across 16 local authority areas.

50. Data on household income collected from three surveys across three local authority areas.

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Summary: Outcome 4

- 61% of measures are planned to be made permanent.
- 66% of survey respondents supported Spaces for People measures being made permanent, while 29% supported removal.
- Within all age groups more people supported permanence than removal – but support was strongest in younger groups.

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The appendices linked to throughout this report and detailed information on the methods used for data collection and analysis are available in a separate document: [Spaces for People Appendices and Technical Annexe 2022](#).