COVID-19 Secure: Safer Public Places – Urban Centres and Green Spaces
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1. Introduction
1. Introduction

This publication is a guidance document focusing on the design principles for safer urban centres and green spaces. The Public Health (Coronavirus Regulations) (England) Regulations 2020 impose temporary statutory restrictions and are under constant review. This guidance contains information and examples of interventions that may be undertaken by the owners and operators of public spaces to keep people safe as and when the restrictions are relaxed, and urban spaces become busier. This is national guidance which applies in England only and does not impose any legal obligations.

On October 12 the Government introduced a system of Local COVID Alert Levels. If you live, work or volunteer in an area that is part of Local COVID Alert Level - High or Local COVID Alert Level - Very High, there are additional restrictions which apply to you. Please visit the Local COVID Alert Levels page to find out what level your area is in and the additional restrictions that apply.

This guidance is primarily for owners and operators of public places including but not limited to:

- Local councils and town/city centre managers
- Landowners
- Commercial landlords responsible for public places
- Management companies

This document provides a framework for identifying the issues associated with the use of public places in light of the need for social distancing. It focuses primarily on areas which are likely to have high footfall. It also includes practical interventions, which are temporary, for adapting and managing public places.

It is intended to enable the owners and operators of public spaces to plan for the temporary adaptations and interventions that will be needed as the restrictions on leaving the home are gradually reduced. Before using this document owners and operators should also consider if any local restrictions are currently in place in their area as a result of the Local COVID Alert Levels.

A new £50m Re-opening High Streets Safely Fund provides councils with additional funding to support their business communities with measures that enable safe trading in public places. The Fund will particularly focus on our high streets, as well as other public places that are at the heart of towns and cities gearing up to reopen as safe, welcoming spaces. More detail can be found in the appendix.

This publication has been prepared by the Ministry of Housing, Communities and Local Government, (MHCLG). It is based on advice from technical experts and
input from key industry groups associated with the ownership and management of urban and green spaces.

Public health is devolved in Scotland, Wales and Northern Ireland. This guidance should be considered alongside local public health and safety requirements. For advice to local councils, landowners, commercial landlords responsible for public places and management companies in other parts of the UK please see guidance prepared by the Northern Ireland Executive, the Scottish Government and the Welsh Government. Links to available guidance in devolved administrations are in the appendix.

We expect this document will be updated over time – this version is up to date as of 12 October 2020. You can check for updates at https://www.gov.uk/guidance/safer-public-places-urban-centres-and-green-spaces-covid-19. If you have any feedback regarding the content of this document and inform future guidance, please email to saferplaces@communities.gov.uk.

This document is one of a set of documents about safer public places that MHCLG will be publishing. This document is designed to be relevant for urban settings and green spaces.

1.1 How to use this guidance

This document sets out guidance across the main types of places in urban centres and green spaces that the government advises should be assessed and adapted as necessary to operate safely in line with social distancing measures.

Practical interventions are set out within the blue boxes.

Each owner/operator is advised to translate the principles and examples in this guidance into the specific actions they need to take, alongside other guidance produced by the Government.

1.2 What we mean by “urban” and “green” spaces

The focus of this document is those urban centres and green spaces likely to experience high footfall, particularly as government guidance on staying at home is gradually eased.

**Urban centres**— focus on publicly accessible areas such as high streets, transport hubs and shopping areas.

**Green spaces**— are publicly accessible open spaces focussed in, but not limited to, urban and suburban contexts including parks, burial grounds and cemeteries.
2. Principles for safe urban centres and green spaces

Owners and operators of public places should take into account the latest advice on social distancing from the government when identifying key issues in urban centres and green spaces.
2. Principles for safe urban centres and green spaces

Guidance on social distancing, face coverings, cleaning and communications can be found below.

2.1 Social distancing

Social distancing is an important measure to help minimise the transmission risk of coronavirus. 2m or 1m with risk mitigation (where 2m is not viable) are acceptable.

2.2 Protecting people who are at higher risk

The government has updated its guidance for people who are clinically extremely vulnerable taking into account that coronavirus COVID-19 infection rates in the community have decreased significantly over the last few weeks. This guidance remains advisory. Further links are provided in the appendix.

2.3 Face coverings

In England, there are some places where you must wear a face covering by law.

From 23 September, there will be additional venues and areas where it will be mandatory to wear a face covering, unless you have an exemption. Please see the latest face covering guidance [here](https://www.gov.uk). In addition, from 24 September, staff in retail and hospitality settings will also be required to wear a face covering by law.

Please be mindful that there are valid exemptions for some individuals and groups to not wear face coverings in these settings. People are also strongly encouraged to wear face coverings in any other enclosed public spaces where there are people they do not normally meet. Further information and guidance on face coverings is available on [GOV.UK](https://www.gov.uk).

Face coverings do not replace social distancing. If a member of the public has symptoms of COVID-19 (cough and/or high temperature, and/or loss of, or change in, normal sense of smell or taste - anosmia), they and their household must isolate at home: wearing a face covering does not change this. They should [arrange to have a test as soon as possible to see if they have COVID-19](https://www.gov.uk).

A face covering is not the same as the surgical masks or respirators used by healthcare and other workers as part of personal protective equipment. These should continue to be reserved for those who need them to protect against risks in their workplace, such as health and care workers, and those in industrial settings, like those exposed to dust hazards.

Please be mindful that the wearing of a face covering may inhibit communication with people who rely on lip reading, facial expressions and clear sound.
2.4 Cleaning

Owners and operators are advised to implement cleaning protocols to limit coronavirus transmission in public places. It is advised that touch points (e.g. handrails and gates) should be particular areas of focus for increased cleaning. Links to further guidance can be found in the appendix.

2.5 Hygiene - hand washing, sanitation facilities and toilets

Objective: To ensure that toilets are kept open and to promote good hygiene, social distancing, and cleanliness in toilet facilities

Public toilets, portable toilets and toilets inside premises should be kept open and carefully managed to reduce the risk of transmission of COVID-19.

Steps that will usually be needed:

- Using signs and posters to build awareness of good handwashing technique, the need to increase handwashing frequency and to avoid touching your face, and to cough or sneeze into a tissue which is binned safely, or into your arm if a tissue is not available.
- Consider the use of social distancing marking in areas where queues normally form, and the adoption of a limited entry approach, with one in, one out (whilst avoiding the creation of additional bottlenecks).
- To enable good hand hygiene consider making hand sanitiser available on entry to toilets where safe and practical, and ensure suitable handwashing facilities including running water and liquid soap and suitable options for drying (either paper towels or hand driers) are available.
- Setting clear use and cleaning guidance for toilets, with increased frequency of cleaning in line with usage. Use normal cleaning products, paying attention to frequently hand touched surfaces, and consider use of disposable cloths or paper roll to clean all hard surfaces.
- Keep the facilities well ventilated, for example by fixing doors open where appropriate.
- Special care should be taken for cleaning of portable toilets and larger toilet blocks.
- Putting up a visible cleaning schedule can keep it up to date and visible.
- Providing more waste facilities and more frequent rubbish collection.

2.6 Volunteering

We know many people are also keen to return to or contribute to volunteering. Organisations have a duty of care to volunteers, to ensure as far as reasonably practicable they are not exposed to risks to their health and safety. They will therefore need to take a risk based approach to the restarting of services. Links to further guidance can be found in the appendix.
2.7 Mass Gatherings

On October 12 the government introduced a system of Local COVID Alert Levels. Please always check the Local COVID Alert Level to find out what additional restrictions are in place as these may impact on the rules governing gatherings of people.

From 14 September there will be legal limits on how many people someone can spend time with in a group at any one time. Whether indoors or outdoors people from different households must not meet in groups of larger than 6. This limit does not apply to meetings of a single household group or support bubble which is more than 6 people.

Venues following COVID-19 secure guidelines can host more than 6 people in total, but no one should visit or socialise in a group of greater than 6. It is also important that people from different households (who are not meeting as a support bubble) remain socially distanced. Further information on social contact rules, social distancing and the exemptions that exist can be found on https://www.gov.uk/government/publications/coronavirus-covid-19-meeting-with-others-safely-social-distancing. These rules will not apply to workplaces or education settings, alongside other exemptions.

In particular, those operating venues or running events following COVID-19 Secure guidelines should take additional steps to ensure the safety of the public and prevent large gatherings or mass events from taking place.

From 15 August, indoor theatres, music and performance venues are able to reopen with socially distanced audiences and providing they follow COVID-19 Secure guidelines. Venues should take account of the Performing Arts guidance in organising indoor and/or outdoor performances.

Individual businesses or venues should also consider the cumulative impact of many venues re-opening in a small area. This means working with local authorities, neighbouring businesses and travel operators to assess this risk and applying additional mitigations. These could include:

- Further lowering capacity - even if it is possible to safely seat a number of people inside a venue, it may not be safe for them all to travel or enter that venue.
- Staggering entry times with other venues and taking steps to avoid queues building up in surrounding areas.
- Arranging one-way travel routes between transport hubs and venues.
- Advising patrons to avoid particular forms of transport or routes and to avoid crowded areas when in transit to the venue.
Local authorities should avoid issuing licenses for events that could lead to larger gatherings forming and provide advice to businesses on how to manage events of this type. If appropriate, the Government has powers under schedule 22 of the Coronavirus Act 2020 to close venues hosting large gatherings or prohibit certain events (or types of event) from taking place, and a power under Regulation 6 of the Health Protection (Coronavirus, Restrictions) (No. 2) (England) Regulations 2020 to restrict access to a public place.
3. Identification of issues in urban centres and green spaces

Using the latest government advice on social distancing, this decision tree sets out a process to identify issues and interventions for maintaining social distancing in urban centres and green spaces.
3. Identification of issues in urban centres and green spaces

It will be important to identify the key design issues and potential temporary interventions related to social distancing in urban centres and green spaces. This will be particularly important in focal zones, which are those areas with the densest development and where high levels of footfall are expected. The following steps could be applied:

1. **Identify your public spaces** that are more likely to be focal zones and require interventions:
   - These could be transport hubs, high streets, shopping centres, areas for employment and commercial uses, and parks.

   Typically characterised by:
   - High footfall.
   - Constrained areas for transport modes, pedestrian, cycle and vehicular.

2. **Consider your user groups**, levels of footfall and activity in spaces with intensive usage.

3. **Assess the key social distancing issues, potential conflicts and risks.**

4. **Consider the interventions that can be made to mitigate and reduce** the social distancing issues, level of conflict, and risk. This should be assessed against existing risks including security – see Section 6.

5. **Consider the statutory and legal implications, and liaise with statutory bodies.**

6. **Consider the implementation of temporary physical interventions, timings and procurement implications that will be suitable in the public realm.**

7. **Consider the management of spaces and interventions including:**
   - guiding movement through the spaces.
   - the potential need for any enforcement measures such as at entrance areas, to supervise and assist.

8. **Consider the maintenance issues** such as cleaning and repairing.

9. **Monitor** use, management and maintenance, and effectiveness of measures.

10. **Review and consider the phasing in and out of interventions.**
4. Management of urban centres

When considering the steps set out in chapter 3, owners and operators are advised to consider the common issues and temporary interventions that have been identified for urban centres. Common issues outlined in this chapter include managing high footfall and queues around shops and busy high streets. It also suggests potential interventions to these issues from pavement markings to digital signs.

Have you considered how to manage:

- pedestrian space?
- pedestrian movement?
- queues?
- traffic management?
4. Management of urban centres

4.1 Social distancing in urban centres

To ensure social distancing in urban centres, owners and operators are advised to consider the utilisation of pedestrian space, movement of people, queuing requirements and traffic management. The focus should be on temporary interventions in areas of highest footfall, particularly those that provide a range of attractions and services as they pose the greatest risk. This guidance should be read alongside guidance and advice produced by the Department for Transport regarding the reallocation of road space for active travel and social distancing.

Links to further guidance can be found in the appendix.

Every urban centre will have its own unique issues and temporary interventions that can be introduced to enable social distancing. However, there will be some common issues. The diagram below identifies key urban centres that are likely to be focal zones. These are likely to be areas of constrained space and with high levels of footfall.

Figure 1: Overview - typical urban centre illustration
Issues in urban centres

Issues for maintaining social distancing in urban centres may include:

- High footfall and areas of dense population, particularly at peak times.
- Multiple queues due to restricted entry and exit points into different areas or shops.
- Pedestrian movement flows varying as different people move to different shops and facilities.
- Constraints on pedestrian movement from unnecessary obstacles such as planters, transport stops, landscape features and bins.
- Need to provide space for regular, safe, formal and informal road crossing points.
- Need to accommodate people entering and exiting spaces from different types of transport e.g. cars, bikes, foot, bus, train and metro in the same area.
- Higher levels of traffic congestion and increased need for vehicle access.
- Multiple landowners and stakeholders operating in the same areas requiring a coordinated approach.
- Ability to wash hands or hand sanitation.
- Disabled people and others who may have additional needs to be kept under consideration.

Potential interventions that could support social distancing

This is what you should be considering for the utilisation of pedestrian space:

- Footway widening to accommodate distancing between pedestrians, including the use of temporary barriers in the carriageway; changes to parking bays, loading bays and cycle lanes.
- Reduce unnecessary obstacles, for example planters, and add markings/tape on seating to maintain social distancing. Security considerations and the impacts of measures on disabled people and others with additional needs needs to be kept under consideration and may call for a balanced approach.
- Signs and verbal communications to remind pedestrians of distance requirements. This could be through spray markings and signs at entrances and movement intersections. Consider the particular needs of those with protected characteristics, such as blind and partially sighted people.
Local authorities have powers to pedestrianise roads and widen footways – see the Department for Transport’s guidance on Reallocating Road Space (in appendix).

This is what you should be considering for pedestrian movement:

- One-way movement of pedestrians to maintain 2m distancing, or 1m with risk mitigation (where 2m is not viable).
- Signs to encourage pedestrians to wait and allow others to pass at entryways or along footpaths.
- Provide separate entry and exit routes for pedestrian access with clear signs.
- Maximise access to entry and exit routes to minimise queues.
- Move bus stops/shelters to areas which can accommodate queuing in line with social distancing requirements.

This is what you should be considering for queuing:

- Defined areas to indicate where pedestrians should stand when queuing using spray markings or temporary barriers.
- Management of multiple queues for different businesses through clear signs, using barriers, and the use of marshals as appropriate.
- “Do not join the queue” signs provided at popular destinations, when capacity reached.
- Work with your local authority or landlord to take into account the impact of your processes (such as queues) on public spaces such as high streets and public car parks.
- Ensuring any changes to entries, exits and queue management take into account reasonable adjustments for those who need them, including disabled people.

This is what you should be considering for traffic management:

- Traffic lanes could be closed, made one way or completely pedestrianised. Links to further guidance can be found in the appendix.
• Consider the need for delivery access, timing and essential access for street works and maintenance.
• Consider car parking layout and spacing, amending capacity if appropriate. On street parking could be suspended to facilitate other measures.
• Signs to inform pedestrians and road users of changes to road layouts.
• Consider additional parking or facilities such as bike racks, to reduce use of public transport.
• Security risks, and the impact of measures on disabled people and others with additional needs, need to be kept under consideration. This includes access for blue badge holders and may call for a balanced approach.

4.2 Social distancing in high streets and town centres

High streets are the main street in a town or city and are the typical location for most shops, banks, offices and other businesses. High streets typically have high levels of footfall within constrained and complex urban environments. They have a wide variety of different and competing user groups and modes of transport. High streets have peak usage times in the morning, lunch time, late afternoon and at the weekend. It is within high streets that conflict in achieving social distancing is most likely to arise.
Typical temporary interventions to consider for high streets and town centres:

1. Widen footways by utilising the carriageway
2. Reduce traffic speeds using traffic calming measures
3. Pedestrianise and consider impact on traffic movement
4. Suspend on street parking to facilitate other measures
5. Minimise pinch points, whilst taking into consideration security and the needs of disabled people and older people
6. Safe, level crossing points
7. Seating areas for disabled people and older people
8. Introduce cycle routes
9. Phase delivery timings in loading bays
10. Queue marking indicators on pedestrian areas, focusing queues along the building frontage where appropriate
11. Signs on social distancing and circulation, particularly at conflict points such as junctions and crossings
12. Use existing street furniture (e.g. lampposts) for signs to avoid impacting on pedestrian flows
13. Allow space where multiple queues meet
14. Signs to limit queue length, helping manage multiple queues and pedestrian flows
15. Stewards to help manage queues and pedestrian flows
16. Keep building entrances and footpaths clear, whilst taking account of the needs of disabled people, older people, and security considerations
17. Maximise access and introduce one-way
entry and exit points
18. Signs reminding users to socially distance at bus stop waiting areas
19. Additional cleaning regimes and maintenance
20. Signs at public toilets for queuing, social distancing and automatic sanitising
Figure 4: Pavement markings for distance in pedestrian movement – London

Figure 5: Physical barriers to separate entrance and exit routes from retail stores – London

Figure 6: High-vis banner advising social distancing at a bus stop – London

Figure 7: Widening of footways to accommodate queuing outside Iceland supermarket – London

Figure 8: Physical barriers to separate vehicular traffic and widen pedestrian space – London

Figure 9: Markings for social distancing, separating queues and the general public on the
4. Management of urban centres

Figure 10: Digital signs to inform on latest social distancing advice – Watford

Figure 11: Physical barriers to separate vehicular traffic and widen pedestrian space – London

Figure 12: Reallocated road space for walking and cycling – Milan, Italy (Copyright Reuters/Daniele Mascolo)

Figure 13: Pavement markings to encourage social distancing – London

Figure 14: Pavement marker stickers for safe distance queuing outside shops & takeaways – London

Figure 15: Signs to encourage social distancing – London
**Case study**

Manchester City Council is preparing to create an enhanced space for pedestrians and people on bikes on Deansgate, enabling visitors and workers to socially distance more easily as they return to shops and offices in this thriving part of the city centre.

The road closure will initially take place under a temporary “experimental” traffic order, allowing officers to assess the impacts of the measure and make any necessary changes, with a view to potentially bringing forward a permanent closure of part of Deansgate. The temporary closure will be carried out using removable bollards, which can be taken down over a short prescribed period once per weekday, allowing windows for local businesses to accept deliveries. In other busy areas of Manchester, available space for pedestrians is set to be increased by using heavy-duty ‘Rhino’ barriers to create extended footways. The planned intervention will allow people to walk from public transport hubs to nearby shops or their place of work, while observing social distancing guidance.

**Case study**

In Leicester, the council has created a number of temporary cycle lanes to help create a safe route for people cycling around the city during the Covid-19 lockdown.

Leicester City Council has coned off a 500m section of Saffron Lane between Aylestone Road and Hawkins Road, near Saffron Lane sports stadium; and introduced a 500m long section of temporary cycle track on Aylestone Road, between Almond Road and the former Granby Halls site.

The temporary cycle lane will help workers from the Saffron Lane and Aylestone areas access their work premises, as well as supporting access for workers commuting to and from the nearby Leicester Royal Infirmary. The council is looking at other locations around the city which could be suitable for cycling and walking routes to link up existing sections of cycling and walking infrastructure under the city’s Connecting Leicester programme.
4.3 Social distancing in enclosed or semi-enclosed retail areas

Enclosed and semi-enclosed retail areas are likely to have high peak time footfall levels and restricted access and exit points. In addition, they will have delivery and servicing requirements.

Figure 16: Social distancing interventions in enclosed or semi-enclosed retail areas

Typical temporary interventions to consider for retail areas:

1. Queue marking indicators and barriers outside main entrance
2. Maximise access and introduce one-way entry and exit points
3. Phasing of access and opening times
4. Keep building entrances clear
5. Identify waiting zones
6. Phase delivery timings in loading bays
7. Signs on social distancing and circulation
8. One-way circulation for street markets
9. Queue markings for street stalls
10. Signs and information provided at widened entry and exit points for markets
4. Management of urban centres

Figure 17: Social distancing measures at supermarkets – Walsall

Figure 18: A yellow stripe painted in the middle of a pedestrian street to help people comply with social distance guidelines – Aalborg, Denmark, (Copyright Henning Bagger/Ritzau Scanpix/via REUTERS edited)

Figure 19: Signs for queuing at shop fronts – London

Figure 20: Stewards to direct queuing at shops – London

Figure 21: One way flow markings - Knowsley
4.4 Social distancing in public places around commercial buildings

The public spaces around commercial buildings will typically be around office buildings, office developments and business parks. The ownership of these spaces is likely to vary with many spaces associated with private landowners. The use of these spaces will be heavily influenced by the working patterns of the tenants of these offices. Commercial spaces will typically have higher volume and density of use at the start of the working day particularly 8-9am and at the end of the working day between 5-6pm. Owners and operators should be aware that businesses and other commercial operations may implement staggered opening times to support the facilitation of social distancing in public spaces or on public transport. Any changes to opening hours / hours of operation and the impact this may have on foot traffic in public spaces should be considered.

Typical temporary interventions to consider for commercial areas:

1. Queue marking indicators outside office entrances
2. Maximise access and introduce one-way entry and exit points
3. Phasing of access and opening times
4. Keep building entrances clear
5. Widen footways by utilising the carriageway
6. Phase delivery timings in loading bays
Case study

Hertfordshire County Council have implemented measures to encourage and enable social distancing in 14 town centre and high street locations across the county.

Public health and highways experts worked closely to understand the challenges facing the high streets and to identify the most critical locations for adaptation. Areas with high footfall and narrow footways culminating in high concentrations of people were identified as the priorities.

Measures were drawn up for each of the locations with the aim of maximising the space available to pedestrians and help accommodate activity such as queuing. Pedestrian crossings have been retimed, or in some instances closed, to help reduce wait times for pedestrians.

The measures were shared with the Local County Councillor, the District and Borough Councils, and Business Improvement Districts where applicable. Once in place, and following feedback from the communities, further amendments were made to ensure interventions were effective and balanced the needs of various users.
The initial measures have consisted largely of temporary barriers and signs. The council intends to work with the towns to identify other ways to help reinforce social distancing measures whilst enhancing the appearance and operation of the public realm, with a view to them being in place for some time.

The Department for Transport’s signs are being complemented with bespoke “Stay Safe Hertfordshire” communications including signs, social media, and branding. The county council hopes to include district council branding as well. These measures have been developed in conjunction with the behavioural change team at Hertfordshire County Council. Drawing on behavioural science principles will help to maximise the impact of the measures, and encourage visitors to town centres to comply with social distancing guidelines. Through the council’s #TeamHerts volunteer group, the council is looking to deploy marshals in busy areas to help remind the public to social distance.

Going forward, the council intends to work with the University of Hertfordshire to help assess these changes and understand how people are responding to the measures. This includes: acceptance of the measures both now and as time goes on and includes adherence to 2m social distancing and changes to the dominant mode of transport in busy urban areas.
4.5 Social distancing in areas surrounding transport hubs

The areas around transport hubs typically include bus stations, train stations and tram stations. These areas may have high levels of footfall with large numbers of people congregating and waiting. There is typically interchange with other modes of transport like taxis, cycle hubs and private car use. The Department for Transport has produced separate guidance to help transport organisations and operators implement social distancing measures and should be read alongside this document (link can be found in the appendix).

Typical temporary interventions to consider for transport hubs:

1. Develop a zonal plan for station hub highlighting destinations, conflict zones and desire lines
2. Queue marking indicators and barriers outside main entrance
3. Maximise access and introduce one-way entry and exit points
4. Allow space where multiple queues meet
5. Identify waiting zones
6. Signs on social distancing and circulation
7. Taxi, bus, cycle and pick up to have waiting zones with identified routes through
8. Consider reallocation of station forecourt to provide more space for interchange.
9. Consider appointment of marshals to help manage the flow of people into, and out of transport hubs
4. Management of urban centres

Figure 26: One-way entrance and exit access with queueing markers – Manchester

Figure 27: Signs for queues at transport hubs – London

Figure 28: Separation of cycle lanes from vehicular movement – Berlin (Copyright, Reuters images)

Figure 29: Pop up cycle lanes being installed – Berlin (Copyright, Reuters images)

Figure 30: Signs attached to existing street furniture – London

Figure 31: Social distancing markers – London

Figure 32: Footway widening outside station entrance – London
4.6 Social distancing for outdoor stalls, outdoor seating and in marketplaces

This government strongly supports opportunities for outdoor stalls and outdoor seating so that businesses can reopen in the summer months.

Pubs, restaurants and cafes can open where businesses can strictly apply Covid-Secure interventions. This guidance is to support local authorities to enable hospitality and other businesses that are permitted to be open under the regulations to take advantage of outdoor stalls to serve customers where businesses have a licence. Market places also provide an opportunity for outdoor trade.

The government strongly encourages local authorities to support these businesses to apply for licences for outdoor seating once they are permitted to open. This guidance supports local authorities to consider how safe, appropriately distanced outdoor seating can be facilitated in urban centres ahead of restrictions easing.

**Supporting outdoor stalls and outdoor seating**

Local authorities should take a positive approach to their engagement on outdoor stalls and outdoor seating to ensure controls are not a barrier over the period of disruption caused by the coronavirus.

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Local authorities should support businesses in setting up outdoor stalls and outdoor seating. Businesses are encouraged to take up these opportunities.

- **Need for a licence** – Some local authority licence procedures cover both the provision of on street trading and outdoor seating, particularly where some trade is external to the business’s permanent structure and takes place in the open air. Local authorities should look to merge procedures or provide for joint applications, where possible.

- **Enforcement of licences** - Given the current situation, local authorities should not seek to undertake enforcement action which would result in unnecessarily restricting safe outdoor stalls and outdoor seating during this period, having regard to their legal obligations and access to footways.

- **Timescales for approval** – When considering new applications local authorities should minimise the time taken to process applications. Manchester city council, for example, aim to process applications within 5 days following the mandatory (28 day) consultation period and other councils should seek to do the same.

- **Licence charges** – The legislation is clear that local authorities should only charge ‘reasonable’ costs for processing applications. In practice costs vary
significantly between authorities suggesting the need to review and consider opportunities to reduce charges.

- **Changes to Licensing** - We have introduced legislation that will reduce the cost of licences for safe outdoor seating and stalls and significantly cuts the time it takes for businesses to secure them. This includes a new mechanism whereby if a decision on whether or not to approve a licence hasn't been taken within 10 working days, the licence will automatically be deemed granted. We are also introducing a capped fee of £100 for all applications. While this legislation is progressing through Parliament, local authorities should take steps to make their own processes faster and cheaper.

- **Equality of access** - Local authorities should ensure that safe outdoor stalls, outdoor seating, or other pavement furniture such as A-boards will not restrict movement for pedestrians, particularly disabled people, for example, where adjacent footways are already narrow. Local authorities should consider the impact of any plans on blind and partially sighted and/or wheelchair users and encourage space to be taken from roads, maintaining a detectable kerb between pedestrians and additional obstructions.

- **Security** – Local authorities should encourage operators to consider security implications of new measures, particularly the risk from interaction with vehicles.

**Using road closures to support outdoor takeaway stalls and outdoor seating**

Road closures and other such measures are given effect by Traffic Orders, which local authorities already have the powers to make. The Department for Transport has made the process of making Traffic Orders easier through emergency legislation which came into force on 23 May.

Reallocating space, for example by closing roads to pedestrianise them, widening pavements or suspending parking bays, can provide extra space which can be used for outdoor markets.

As part of their social distancing interventions, local authorities should be considering:

1. Designating streets with a high proportion of restaurants, bars, cafés as markets to make it easier for businesses to set up outdoor takeaway stalls and;

2. Changing the layout of streets, for example through pedestrianisation, to create more space for outdoor stalls and making the best use of those already pedestrianised.
To make it easier for local authorities to set up new markets, the government has extended planning freedoms to allow land to be used to hold outdoor markets for longer, without the need for a planning application. This will provide local authorities with greater flexibility to set up markets, for instance on streets, car parks or other public land. These rights also allow for any moveable structure, such as a market stall, to be set up on the land at any time up to 23 March 2021.

In addition, the government has introduced short term measures to double the length of time for land to be temporarily used for other purposes and for moveable structures to be set up on the land during 2020. This will allow land to be used for a broad range of purposes and could, for instance, enable the owners to set up Covid-Secure car boot sales and summer fayres.

As part of any road closures or changes to road layouts, local authorities will need to consider security risks, as well as how to maintain access for deliveries, emergency services, Blue Badge holders and other functions such as rubbish collection.

**Hygiene**

It is important that hand hygiene is considered in areas with outdoor stalls, outdoor seating or markets. This includes:

- Making hand sanitiser and hand washing facilities available.
- Setting clear use and cleaning guidance for toilets to ensure they are kept clean and social distancing is achieved as much as possible.
- Taking special care for cleaning of portable toilets.
- Provision of more regularly emptied rubbish bins for used cleaning materials.

Further guidance is available for businesses from the Department for Business, Energy and Industrial Strategy (see appendix).

**Supporting marketplaces and areas with outdoor seating**

Marketplaces and areas with outdoor seating are likely to have high footfall levels at peak times and restricted entry and exit points. Circulation around marketplaces and streets with a high proportion of restaurants, bars and cafés, where outdoor seating is introduced, will be an important factor. Temporary weekly markets and outdoor seating will have different servicing and delivery requirements to permanent structures that will need to be considered.
Typical temporary interventions to consider for outdoor stalls, outdoor seating and in marketplaces:

1. Maximise access and introduce clear one way entry and exit points
2. Provide queue markers with waiting zones
3. Phasing of access and opening times
4. Keep adjoining building entrances clear
5. Consider phasing market setting up and business opening times and deliveries to minimise impact on the public realm
6. Signs on social distancing and circulation
7. Consider varying the layout of your market based on the available space, for example back to back stalls or staggering stalls
8. Consider enlarging the footprint of the market by capitalising on additional pedestrianised areas where possible
9. One-way circulation for street markets...
10. Signs and information provided at widened entry and exit points for markets
11. Where there is adequate space, businesses can consider providing outdoor stalls and/or seating
12. When considering placing seating and/or stalls outside ensure pavements are not obstructed, taking into account the needs of disabled people, wheelchair users, blind or partially sighted people or other disabilities
13. When considering placing seating and/or stalls outside ensure that their placement does not impact or impede other queues, street furniture or pedestrians in a way that prevents social distancing
14. Consider the use of signs to limit queue lengths
15. Consider designating seating areas using temporary measures such as physical barriers, pavements markings to maintain distance between pedestrians and customers
16. If outdoor seating and tables are provided, ensure there is adequate space to maintain social distancing between customers from different households
17. Consider the impact of other street furniture associated with business operations on the public realm ensuring that they do not create obstructions or impede pedestrians e.g. A-boards, umbrellas, heaters etc.
18. Consider opportunities to pedestrianise streets, either temporarily or permanently to support markets, walking and cycling
19. Ensure that stalls will not create unnecessary barriers, particularly taking account of the needs of disabled people
20. Consider whether space can be taken from the road and try to maintain a detectable kerb between pedestrians and additional obstructions where possible
Figure 34: Consideration of one-way circulation in marketplaces – London images

Figure 35: Remove street clutter and obstacles to follow clear movement of pedestrians – London

Figure 36: Queueing system to steer customers to and through the market space – London

Figure 37: Where there is adequate footway space for safe passing and queueing, cafés and other food and beverage distributors could utilise the external street space. Businesses are encouraged to check whether they already have a licence – London

Figure 38: Queueing system to steer customers to and through the market space – Doncaster

Figure 39: Queueing system to steer customers to and through the market space – Basingstoke
Case studies

**Barnet**
In the London Borough of Barnet, the council has adopted a joint licensing approach so that businesses who wish to trade or put seating outside only need to undertake one application process.

In Barnet, businesses can apply for a Street Trading Licence that allows them to trade on the public highway, including pavements or other areas. This allows them to sell, offer or expose for sale of any item or service in the street and includes stalls, shop-front displays and chairs with service.

**Hackney**
In the London Borough of Hackney, the council has made provisions for a Shop Front Trading Licence that enables businesses to apply for a single licence that can accommodate the selling of goods and services outside of premises.

The licence includes everything from fruit and vegetables outside convenience stores, to tables and chairs outside local cafes, bars, and restaurants.

**Sheffield**
In Sheffield, businesses who want to place tables chairs, or other temporary furniture on the pavement for customer use can apply for a pavement license that lasts for one year with a cost of £115.

**Manchester**
Manchester City Council aims to process applications within 5 days following the mandatory 28-day consultation period.
5. Management of green spaces

Green spaces will typically include parks, recreation grounds, publicly accessible playing fields, public open spaces associated with housing developments and public burial grounds. These areas are likely to be enclosed by a variety of boundary treatments with ‘pinch point’ at entrances. The surrounding streets tend to have limited space. Green spaces will have high levels of use during warmer weather and daytime hours. Those in urban centres typically have high levels of footfall and greater likelihood of congestion at entrance and exit points.

5.1 Overview of issues and interventions in parks and burial grounds

Every park and green space will have its own unique issues and potential interventions that could be introduced to enable social distancing but there are likely to be some commonalities. Some parks and green spaces may have outdoor gym equipment and playgrounds. Government has produced separate Covid-19 Secure guidance for owners/operators on managing outdoor gyms and playgrounds. (see link in the appendix).

Some parks and green spaces may also provide facilities for grassroots sport, and/or outdoor performances and events. Government has produced separate Covid-19 Secure guidance for the providers of grassroots sport and gym/leisure facilities, the outdoor event industry and the performing arts sector (see links in the appendix). Owners and operators of parks and green spaces should consult this guidance alongside as appropriate.

Issues around parks and green spaces

<table>
<thead>
<tr>
<th>Issues for maintaining social distancing around parks and green spaces may include:</th>
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<tbody>
<tr>
<td>• High levels of footfall particularly in warmer weather, during the day and in dense urban centres.</td>
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<tr>
<td>• Addressing different needs of multiple user groups including pedestrians, cyclists, those visiting graves or remembrance gardens, young people, families, older people and disabled people.</td>
</tr>
<tr>
<td>• Restricted entry and exit points limiting the flow of people and potentially creating queues.</td>
</tr>
<tr>
<td>• Need to accommodate different users moving in different patterns across these spaces.</td>
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<tr>
<td>• Visitor car parking, loading and maintenance access.</td>
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<td>• Ability to wash hands or hand sanitation.</td>
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</table>
Playgrounds and outdoor gyms remain closed.

Outdoor sports courts can be open, but people must follow the Government’s rules on social distancing and hand hygiene, and must not share sports equipment.

Potential interventions that could support social distancing

This is what you should be considering for the utilisation of pedestrian space:

- Footway widening to accommodate distancing between pedestrians, including through use of temporary barriers, changes to parking bays, and cycle lanes.
- Reduce unnecessary obstacles, for example planter and add markings/tape on seating to maintain social distancing. Security considerations and the impacts of measures on disabled people and others with additional needs, needs to be kept under consideration and may call for a balanced approach.
- Signs and communications to remind pedestrians of distance requirements. This could be through spray markings and signs at entrances.

This is what you should be considering for pedestrian movement:

- One-way movement of pedestrians to maintain 2m distancing, or 1m with risk mitigation (where 2m is not viable).
- Signs to encourage pedestrians to wait and allow others to pass at entryways or along footpaths.
- Provide separate entry and exit routes for pedestrian access with clear signs.
- Enlarge entrances and exits to minimise queues.

This is what you should be considering for queueing:

- Defined areas to indicate where pedestrians should stand when queuing using spray markings or temporary barriers.
- Providing written or spoken communication on the latest guidelines to both workers and visitors inside the green space. Consider the particular needs of those with protected characteristics, such as blind or partially sighted people.
- “Do not join the queue” signs provided at popular destinations, when capacity reached.
- Ensuring any changes to entries, exits and queue management take into
account reasonable adjustments for those who need them, including disabled people.

**This is what you should be considering for traffic management:**

- Traffic lanes could be closed, made one way or completely pedestrianised.
- Consider the need for delivery access and timing and essential access for street works and maintenance.
- Consider car parking layouts and spacing, amending capacity as appropriate.
- On street parking could be suspended to facilitate other measures.
- Consideration should also be given to the need for additional parking or facilities such as bike racks, to reduce use of public transport.
- Security considerations and the impact of measures on disabled people, access to blue badge holders, and others with additional needs, needs to be kept under consideration and may call for a balanced approach.
The diagram below identifies some of the typical issues and potential interventions that could be considered to enable safer levels of social distancing within parks and green spaces.

Figure 40: Social distancing interventions in areas around parks

1. Widen footways on approach streets to main entrance
2. Widen footways within park
3. Provide movement guidance around park including consideration for one-way circulation
4. Reduce traffic speeds
5. Increase space for pedestrians and cycles beside park entrances
6. Minimise pinch points, whilst taking into consideration security and the needs of disabled people and older people.
7. Reduce unnecessary obstacles, for example planters and add markings/tape on seating to maintain social distancing
8. Queue marking indicators at main entrance, popular park destinations and toilets
9. Signs on social distancing and circulation, particularly at conflict points such as junctions and crossings
10. Use existing street furniture for signs to avoid impacting on pedestrian flows
11. Allow space where multiple queues meet
12. Stewards to help manage queues and pedestrian flows
13. Maximise access and introduce one-way entry and exit points
14. Additional cleaning regime and maintenance
15. Safe level crossing points to access park
Figure 41: Parallel footpath created through recent social distancing use – London

Figure 42: Social distancing floor markings – London

Figure 43: Public health information signs in park – London

Figure 44: Signs to communicate social distancing – London

Figure 45: Signs to communicate social distancing – Walsall

Figure 46: Signs at park entrances to guide and inform – London. Signs should be kept out of rights of way
<table>
<thead>
<tr>
<th>Case study</th>
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<tr>
<td>In Brighton &amp; Hove, the council has temporarily closed Madeira Drive to motor vehicle traffic to open the sea front promenade for greater pedestrian use. The area will be stewarded from 8am to 8pm daily to ensure that businesses will maintain essential access to their properties, while maximising the usage of the area for pedestrians and cyclists.</td>
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6. Additional communication, technology and regulatory considerations

In considering the design interventions, owners and operators should also take account of signs and communications, opportunities through technology and regulatory considerations.
6. Additional communication, technology and regulatory considerations

6.1 Temporary signs and communication considerations

Owners/operators are advised to provide clear and concise information to the public on how to adhere to social distancing. They are advised to emphasise the latest government advice on safety procedures and carefully consider social distancing guidelines in public places.

In developing communications, owners/operators are advised to consider what behaviours they are seeking to encourage. Providing a clear rationale to explain why interventions have been made and why controlling infection is important can lead to greater adherence to guidance. Understanding the diverse experiences and perspectives of different communities can help to maximise the effectiveness of communications.

Potential communication methods could include:

- Using simple, clear and accessible images and messaging to explain guidelines, with consideration for groups whose first language may not be English or where alternative formats may be required.
- Showing the maximum number of people who can queue safely (accounting for social distancing).
- Signs and announcements about safe travel and maintaining social distancing. Signs should be placed strategically to maximise impact.
- Information on changes for disabled people and how they can continue to access public places in a safe way.
- Providing stewards in the busiest areas.
- Marking appropriate spaces for queuing, accounting for queues and space required by neighbouring premises whilst taking security considerations into account.

Owners/operators are advised to consider how they can gather feedback from the users of their spaces to ensure that the temporary interventions made are fit for purpose, and to identify any issues that may arise following implementation.
6.2 Additional digital considerations

Owners/operators may want to consider the use of data and digital tools to make it easier for people to maintain social distancing, and to aid decision making regarding the management and modification of spaces.

This could include:

- Making data available that shows the current footfall of spaces, especially those spaces that are prone to overcrowding; access to data and digital tools will allow people to more effectively plan their journeys and choose alternative spaces or use spaces at other times of day.

- Owners/operators should consider using data and digital tools to monitor the usage of spaces, and to make modifications to the access and use of those spaces as required.

- Data and digital tools may also be needed to anticipate and plan for the changing use of public places over time, to expect and mitigate the potential for overcrowding at certain sites during peak usage times, and to take any necessary corrective measures to make it easier for people to socially distance.

- Owners/operators may want to consider the full range of digital engagement tools open to them, in order to consult and communicate proposed changes to the built environment, and then inform communities when those alterations come into effect. Digital engagement can support a broader, richer conversation with communities and help deliver a range of services that meet citizen needs and make it easier for people to socially distance.

- There is a broad range of public sector data that is made readily available to members of the public and to owners/operators of spaces and places; making the best use of this data to inform decision making, and to help build better services, will ensure that community needs are met. (See links in the Annex).

- Consider how existing e-booking systems can be utilised to support the effective capacity management of public spaces, such as outdoor sports courts and provide key guidance for usage.

While undertaking any of the actions advised, account should be taken of risk of transmission through touch and warn users appropriately. In addition, you must have regard to your regulatory and statutory duties such as those in relation to cyber security and data protection.

When creating digital tools/solutions owners/operators should be mindful of the needs of those who may not have access to certain types of device, or may have sensory, mobility or other impairments, and to put in place mitigations to assist where possible.
Case study

West Berkshire Council has re-opened its local household waste recycling centres and provided an environment for residents and staff to safely socially distance. Working with an online booking app, a digital “Click and Tip” service was created, they have effectively managed the potential volume of traffic queuing for each site. The website allows residents to book a time and date from available slots.

The service allows the council’s waste team to manage the number of bookable slots, adjusting their availability per half hour, to take account of resource and potential demand at each recycling centre. The digital service is fully end-to-end, from selecting a timeslot online, to checking-in arrivals on-site using a tablet, meaning there is minimal administration required for each booking.

To ensure inclusivity, there is also an assisted version of the service, although in the first month, over 90% of residents chose to book unassisted. During the process, residents are also offered a chance to subscribe to an email newsletter keeping them up to date on the council’s response to Covid-19, which thousands have already done.

In the first month of operation, the service has been used more than fifteen thousand times and feedback from residents has been overwhelmingly positive.

Case study

Experts and analysts from Ordnance Survey (OS) have formed an Emergency Response Team to help the NHS, emergency services, and local authorities in their response to the Covid-19 pandemic.

Precise OS geospatial data is playing a crucial role in helping government departments, and a vast network of services, make the best possible decisions in the crisis. Over the last 10 weeks, OS have supported over 150 organisations by providing insight and support with accurate location data.

Emergency covid-19 data licence

In addition to the data available for the public sector under the new Public Sector Geospatial Agreement (PSGA), OS have now released an additional Covid-19 licence for developers building Covid-19 specific services.

The licence enables organisations, developers and individuals to use OS data, free at the point of use, for the specific purpose of supporting the national response to Covid-19. It is enabling developers to create web and mobile apps
which can draw on location data to help people more safely use public places and spaces.

**OS and Natural England**
Ordnance Survey and Natural England have created an online tool to help citizens stay safe when returning to outdoor activities. [www.getoutside.co.uk/covid](http://www.getoutside.co.uk/covid) provides a wealth of up-to-date information on what to do and where to go safely outdoors.

The online tool offers practical information and advice on taking part in 24 different outdoor activities, e.g. canoeing, rock-climbing and fishing. The tool aggregates government information related to each activity and provides practical guidance to give people confidence they can safely take part in these outdoor pursuits.

**Image: Greenspace topography map (Ordnance Survey)**

### 6.3 Additional security and enforcement considerations

A revised layout may present new security risks, particularly where multiple queues are created. Owners and operators of public places are advised to consider the security implications of temporary interventions to support social distancing. To mitigate new security risks, we recommend that queuing is organised within areas that have existing protection such as vehicle security barriers. Where this is not possible you should consider: routing queues behind permanent physical structures (e.g. street furniture, bollards, trolley parks & bike racks) to provide a visual deterrent and delay; closing off vehicle access to shared spaces; adjusting servicing and delivery times; reducing the opportunities for vehicles (including potentially hostile vehicles) to interact with pedestrians; erecting robust barriers; introducing a reduced speed limit mandated using traffic calming. Operators and authorities should not remove any security features / useful street furniture items without considering protective security in the round. Links to additional guidance can be found in the appendix.
6.4 Regulatory considerations

As an owner and/or operator of urban and/or green spaces it is important to consider all relevant legal obligations before implementing interventions recommended by this guidance. We set out some examples which may be relevant below. As set out above, this guidance document does not impose any legal obligations and there may be processes required prior to you being able to implement the guidance.

Traffic Regulations

The Department for Transport has produced additional statutory guidance under section 18 of the Traffic Management Act 2004 to support changes to network management. Links to further guidance can be found in the appendix.

National Grant of Planning Permission

Where interventions are needed such as temporary structures, planning permission may be permitted under the General Permitted Development Order (GPDO) 2015. Part 12 of Schedule 2 to the GDPO permits local authorities to erect, construct, maintain and improve a range of small structures and operations required in connection with the operation of any public service administered by them. New Part 12A of Schedule 2 to the GDPO enables emergency development by local authorities and Health Service Bodies and can be used by local authorities in responding to the spread of coronavirus, including the erection of temporary buildings, this right expires on the 31 December 2020.

A national grant of planning permission for England will shortly be introduced so that local authorities themselves, or others on their behalf, can use land for the purposes of holding a market. This right will also allow for the provision on the land of any moveable structure for the permitted use at any time up 23 March 2021. In addition, for 2020 the length of the national grant of planning permission for the temporary use of land and the associated provision of any moveable structure will double from 28 to 56 days, or from 14 to 28 days where applicable. This can be used generally.

Fire Safety Regulations

The Regulatory Reform (Fire Safety) Order applies to all non-domestic premises—including any building, tent or moveable structure — and requires the person responsible for a premises to undertake a fire risk assessment, review it regularly and put in place and maintain fire protection measures to mitigate the risk to life from fire. Where coronavirus and social distancing measures have impacted on the premises, it is recommended that the responsible person reviews their fire risk assessment to ensure it is suitable and sufficient. Guidance on fire risk assessments is available here - https://www.gov.uk/workplace-fire-safety-your-responsibilities/fire-risk-assessments.
Responsible persons who do not have the time or expertise can ask a competent person to undertake the fire risk assessment. The National Fire Chiefs Council has made available guidance on choosing a competent risk assessor - https://www.nationalfirechiefs.org.uk/Finding-fire-risk-assessor.
7. Appendix
7. Appendix

Definitions

| Clinically extremely vulnerable (shielding) and clinically vulnerable people | https://www.nhs.uk/conditions/coronavirus-covid-19/people-at-higher-risk/whos-at-higher-risk-from-coronavirus/ |

7.1 Where to obtain further information

Coronavirus (Covid-19): guidance

Our plan to rebuild: The UK Government’s Covid-19 recovery strategy

Guidance: Staying safe outside your home
https://www.gov.uk/government/publications/staying-safe-outside-your-home

Guidance: Face coverings: when to wear one and how to make your own

Guidance on shielding and protecting people who are clinically extremely vulnerable from COVID-19

Coronavirus: guidance for employees, employers and businesses

Coronavirus: cleaning of non-healthcare settings

Reopening High Streets Safely Fund guidance

Coronavirus (COVID-19): guidance for local government

The Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020

Wales: Creating safer public places: coronavirus

Scotland: Coronavirus (COVID-19): guidance on safer public spaces - urban centres and green spaces

Northern Ireland: Guidance for Urban Centres and Green Spaces (COVID-19)

Local COVID Alert Levels

7.2 COVID-19 Secure Guidance Documents

Working safely during coronavirus (COVID-19)

Coronavirus (COVID-19): implementing protective measures in education and childcare settings

Working safely during COVID-19 in Shops and Branches

Working safely during COVID-19 in Restaurants, pubs, bars and takeaway services
Coronavirus (COVID-19): safer transport guidance for operators

Coronavirus (COVID-19): transport and travel guidance

How to carry out a Covid-19 risk assessment

Covid-19 Secure: Guidance for managing playgrounds and outdoor gyms

Keeping Workers/Volunteers and customers safe during Covid-19 for providers of grassroots sport and gym/leisure facilities

Keeping workers and audiences safe during Covid-19 in the Outdoor Event Industry in England

Operating Safely during Covid-19: Performing arts returning to training, rehearsal and performance

Coronavirus (COVID-19): disposing of waste

7.3 Security Guidance

Staying secure during Coronavirus: Centre for the Protection of National Infrastructure
https://www.cpni.gov.uk/staying-secure-during-covid-19-0

Risk to pedestrians during Covid-19: Centre for the Protection of National Infrastructure
7.4 Additional Department for Transport Guidance

Reallocating road space in response to COVID-19: statutory guidance for local authorities


The Traffic Orders Procedure (Coronavirus) (Amendment) (England) Regulations 2020


Manual for Streets

https://www.gov.uk/government/publications/manual-for-streets

Safer travel guidance for passengers


Code of Practice for Street Works and Road Works


Guidance on planning cycling and walking networks:


Traffic Signs Manual:


7.5 Additional digital/data sources

Data.gov.uk

https://data.gov.uk/

Ordnance Survey – repository for geospatial data

https://www.ordnancesurvey.co.uk/
7.6 Additional relevant external information
Temporary parking enforcement guidance:
https://www.britishparking.co.uk/COVID-19-Local-Authority-advice

7.7 Examples of existing local activity
London Borough of Hammersmith & Fulham

Brighton & Hove City Council

London Borough of Hackney

Leicester City Council