

Transport and Environment Committee

10.00 am, Tuesday, 15 March 2016

Edinburgh Street Design Guidance - Carriageway and Footway Renewals Programme

Item number	7.5
Report number	
Executive/routine	
Wards	All

Executive summary

The new Street Design Guidance for Edinburgh was approved by this Committee on 25 August 2015 and by the Planning Committee on 3 October 2015. It provides consolidated guidance on the design of projects that maintain, alter or construct streets, including urban paths, in Edinburgh.

The Guidance requires all services to adopt a design approach that focuses on place making and sustainable forms of transport.

This report details how the Guidance will be embedded in the delivery of the carriageway and footway renewals programme.

Links

Coalition pledges	P31 , P40
Council outcomes	CO7 , CO8 , CO9 , CO19 , CO26
Single Outcome Agreement	SO1 , SO2 , SO4

Edinburgh Street Design Guidance - Carriageway and Footway Renewals Programme

Recommendations

- 1.1 It is recommended that the Committee:
- 1.1.1 approves the use of the Edinburgh Street Design Guidance (ESDG) for the design of all carriageway and footway renewals schemes;
 - 1.1.2 agrees that any medium to large scale renewal schemes (footway or carriageway) on Strategic and Secondary Retail/High Streets (including for example city centre streets, town centres and neighbourhood shopping streets) take as their scope the entire street width from building façade to building façade; and
 - 1.1.3 notes that, as previously agreed by the Committee, initial experience with use of the guidance, including the design of carriageway and footway renewal schemes in 2016/17 will be reported back to the Committee by the end of 2016.

Background

- 2.1 The ESDG aims:
- to ensure local street design practices in Edinburgh align with Designing Streets, the Scottish Government's policy on street design;
 - to ensure that street design supports the Council's wider policies, in particular transport and planning policies; and
 - to consolidate previously separate Council guidance on street design in a more user-friendly format.

Application of the Guidance:

- 2.2 On 25 August 2015 this Committee and then on 3 October 2015 the Planning Committee, approved the ESDG which requires ESDG to be used for all aspects of projects that maintain, alter or construct streets, including urban paths, in Edinburgh. Such projects include:
- Carriageway and footway maintenance and renewals;
 - Alterations to existing streets, including surfaced paths;

- Utility installations and reinstatements; and
 - New streets associated with development or redevelopment.
- 2.3 The ESDG does not apply to the design of unsurfaced rural paths or tracks, or to the Scottish Government's trunk roads and motorways.

Main report

Introduction

- 3.1 On 25 August 2015, this Committee agreed that all work undertaken in Edinburgh's streets should be a step towards its vision and objectives for streets. This requires the application of the ESDG across the design spectrum, from the completion of routine maintenance and basic repairs to construction of a brand new street.
- 3.2 The same meeting of Transport and Environment Committee noted that a further report dealing with the application of the ESDG to carriageway and footway renewal schemes would be submitted for approval. The current report deals with this issue.

The case for change

- 3.3 To comply with the ESDG, it is necessary for renewal projects to be designed more holistically and within the context of the Council's vision and objectives for streets.
- 3.4 The carriageway and footway renewal capital programme makes up 58% (£8.733M) of the total transport capital programme (£15.069M). The principle objective of this programme is to keep the carriageway and footway network in a good, safe, usable condition over the long term.
- 3.5 At present most renewals projects proceed on a largely 'like for like' basis. In parallel, the Council undertakes projects to upgrade streets to meet various objectives, typically seeking to improve road safety or conditions for walking, cycling or public transport use. Some upgrades are routinely incorporated into renewals, for example dropped kerbs, but the like for like approach means that other improvements are generally not made. This makes the design process for renewals projects relatively simple and fast, but can result in lost opportunities for change, particularly in relation to larger scale projects.
- 3.6 The ESDG advocates a change in approach that, depending on the scale and nature of the renewal project concerned, will make changes to streets as an integral part of renewals projects. While large scale retrofitting of streets is a costly and therefore a rare opportunity, annual carriageway and footway capital programmes can assist transforming the city's streets by systematically incorporating the requirements set out in the ESDG.

ESDG Street Types and Design Principles

- 3.7 The new Street Design Guidance utilises a street categorisation framework based on the place (eg land-use and frontage activity), and the movement characteristics of a street (eg bus and other motorised traffic use, cycle use, footfall) and therefore reflects the priority streets in Edinburgh.
- 3.8 These street categories, also presented on a map format (the Edinburgh Street Types Map in the ESDG, Appendix 2), are cross referenced to a set of Design Principles (basic, standard, innovative). The Design Principles section of the Guidance sets out design requirements (relating to layout, material and furniture) according to street category. The street types depend on the street's place and movement characteristics.
- 3.9 The ESDG includes a street types map that updates the street categories used in the prioritisation of footway renewals projects, enabling the prioritisation to, for example, take better account of local shops and of other community facilities.

How the scheme design process will change in response to application of the ESDG

High level design briefs and cost estimates

- 3.10 As noted in paragraph 3.5, currently carriageway and footway renewals projects are largely based on 'like for like' replacement, though some limited changes are made. ESDG requires that schemes will need to incorporate improvements specified in the Design Principles for each street type, according to the type and scale of the projects concerned. See Appendix 1 for a summary of this process.

Detailed design

- 3.11 In order to comply with the Street Design Guidance, for all carriageway and footway renewal schemes, the Design Team will :
- a) identify the Design Guidance street type for the project concerned;
 - b) whatever the level of intervention (small, medium or large scale – see Appendix 1), all carriageway and footway renewal schemes will incorporate relevant 'basic' Design Principles to tidy up, declutter and improve streets so that they are accessible for all and support street uses/activities and incorporate this in the project cost;
 - c) for medium to large scale renewal schemes incorporate both "basic" and "standard" design principles to redesign street(s) and consider design changes and road space reallocation for the benefit of pedestrians, cyclists and public transport users. The costs associated with these requirements will be incorporated at briefs for detailed/construction design. Examples of the type of change that will result include raised/ continuous pavement crossings of side roads on shopping streets.

- d) for medium to large renewal schemes in retail/high streets, the scope will be increased to the entire street width from building façade to building façade. The streets concerned include city centre streets, town centre and neighbourhood shopping streets. Opportunities to do the same on streets with high density residential and office based employment uses should also be considered.
- e) where possible, additional funding will be sought from external funding sources, such as Sustrans or Paths for All to compliment the Council's investment.

Amending the renewals programme

3.12 The changes in design and programme of works as discussed above will be phased in over the next 2-3 years:

- the 'basic' street design improvements (as per paragraph 3.10b), will be incorporated immediately in all renewals schemes (by utilising the budget allocated for contingencies);
- in 2016/17 financial year, budget permitting, all medium size schemes, in addition to the 'basic' street design improvements will also incorporate the 'standard' street design improvements (as per paragraph 3.10c); and
- in large renewal schemes, application of ESDG beyond incorporating the 'basic' and 'standard' design improvements and philosophy (as per paragraph 3.10d), will be considered on a case by case basis during 2016/17 and 2017/18.

3.13 In order to implement the new approach advocated here, it is recommended that the list of renewals projects to be taken forward in 2018/19 and beyond should be reviewed, with a view, to combining or modifying projects. The aim would be to increase the scope for carrying out more comprehensive projects to help achieve the Council's vision and objectives for streets as stated in the ESDG.

3.14 Resulting changes to design will be recorded for monitoring progress and compliance. This review process will also highlight any budgetary issues.

3.15 Initial experience with use of the guidance during the 2016/17 financial year will be reported back to the Transport and Environment Committee.

Training of Designers

3.16 Training of the Council's in-house design team is key to the successful application of the ESDG. This will help give a better understanding of the Guidance's design approach and its requirements.

Measures of success

- 4.1 The principal benefit of these changes should be to significantly increase the degree of integration and coordination between the functions of:
- keeping the carriageway and footway network in acceptable condition;
 - making systematic changes to enhance the street as a place and its safety; and
 - improving travel conditions, particularly for priority road users.
- 4.2 The overall result should be a more efficient use of the Council's Transport Capital Budget.

Financial impact

- 5.1 The ESDG will influence the costs associated with the implementation and delivery of street improvements.
- 5.2 It is anticipated that applying the guidance to the Council's responsibility for carriageway and footway renewals will require significant change to the way this work is carried out, and to budgeting.
- 5.3 It is proposed that for a transition period (in 2016/17 budget year) budget allocated for contingencies can be used to fund any changes. After this period, the process of identifying changes could take place sufficiently early that the costs could be incorporated in the core renewals programme. As noted in paragraph 4.2, it is considered that combining improvements with renewals will, overall, result in a more efficient use of the Transport Capital Budget.
- 5.4 A design review process will be established to monitor compliance with the ESDG and financial impact. This will be reported back to the Committee by the end of 2016/17 financial year.

Risk, policy, compliance and governance impact

- 6.1 The new guidance has been prepared in the context of Designing Streets, the first policy statement in Scotland for street design. It aligns the street design practices and procedures in Edinburgh with Government's streets and place making policy. The new guidance complements the Edinburgh Design Guidance, and helps to achieve the Council's wider policy objectives.

- 6.2 Reduce risk of not complying with the Scottish Government's and the Council's policies regarding streets and the active and sustainable travel, in specific reference to Designing Streets, Edinburgh Street Design Guidance, Local Transport Strategy, Active Travel Action Plan.
- 6.3 The Council has a duty to make "reasonable adjustments" to comply with the Equality Act 2010. The design review and the monitoring process will include "reasonable adjustment" test.

Equalities impact

- 7.1 Impacts on equalities and rights have been considered through Equalities and Rights Impact (ERIA) evidence.
- 7.2 This report seeks approval to enable the implementation of the Edinburgh Street Design Guidance requirements in through the carriageway and footway renewals scheme; therefore the impact on the equalities will be the same as the ESDG's (reported to the Committee on 25/08/2015).
- 7.3 In addition to above, embedding the ESDG will help the Council to ensure that the reasonable adjustments are made systematically to streets for disabled people through the renewal schemes.

Sustainability impact

- 8.1 The impacts of this report in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties have been considered, and the outcomes are summarised below. Relevant Council sustainable development policies have been taken into account and are noted as Background Reading later in this report.
- 8.2 This report seeks approval to enable the implementation of the Edinburgh Street Design Guidance requirements in through the carriageway and footway renewals scheme. Therefore the impact on sustainability will be the same as the ESDG's (reported to the Committee on 25/08/2015).
- 8.3 Improvements required by the ESDG, and applied by the renewals schemes, will create better street environment for cyclists and pedestrians in particularly for those vulnerable road users.

Consultation and engagement

9.1 Consultation, with both internal and external user groups, has been employed to guide and shape the ESDG from its start to the end. The consultation was complimented by awareness-raising presentations and workshops with stakeholders at various events and with elected members at the Transport and Environment Policy and Review Committee. These have been used to inform the scope of the policy and to provide direction for the guiding and design principles and design approached adopted in the ESDG.

Background reading/external references

- [Edinburgh Street Design Guidance, 2015](#)
- [Public Realm Strategy](#)
- [Transport 2030 Vision](#)
- [Road and Footway Prioritisation Review 2014](#)
- [Local Transport Strategy 2014-19](#)
- [Active Travel Action Plan](#), 2013
- Carriageway and Footway Investment Strategy, October 2015
- Road and Footway Investment – Capital Programme, 2016

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Links

Coalition pledges	P31 - Providing for Edinburgh's economic growth and prosperity. P40 - Work with Edinburgh World Heritage Trust and other stakeholders to conserve the city's built heritage.
Council outcomes	CO7 - Edinburgh draws new investment in development and regeneration. CO8 -Edinburgh's economy creates and sustains job opportunities CO9 - Edinburgh residents are able to access job opportunities CO19 - Attractive Places and Well Maintained- Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards and maintenance of infrastructure and public realm. CO26 - The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives.
Single Outcome Agreement	SO1 - Edinburgh's economy delivers increased investment, jobs, and opportunities for all. SO2 - Edinburgh's citizens' experience improved health and wellbeing, with reduced inequalities in health. SO4 - Edinburgh's communities are safer and have improved physical and social fabric.
Appendices	1- Level of Intervention (scale of works) and ESDG Requirements

Appendix 1 – Level of Intervention (scale of works) and ESDG Requirements

Requirement	Action required	Level of intervention*
Basic Design Principles	<p><i>Tidy up</i></p> <p>Get rid of unnecessary street furniture that is easy to remove, combine or relocate (bins, signs, seats)</p> <p><i>Declutter</i></p> <p>Do not retain street furniture and road sign/markings unless there is a clear case for retention</p>	<p>Small scale maintenance and renewals projects that are based on periodic inspections and/or reports and requests from third parties, e.g. single pothole repairs, isolated footway repairs <25m in length, single (pairs) of tactile or drop kerb installations, new single signs, new crossovers for single buildings etc.</p> <p>Also applies to other services that use, maintain and manage streets including utility providers.</p>
	<p><i>Improve</i></p> <p>Improve standards of streets with smaller budget and limited specs so that they are accessible for all and support street uses/activities</p>	<p>Small scale capital (carriageway and footway) renewal schemes and other small scale capital schemes including road safety projects, new crossings, traffic calming schemes incorporating physical measures, junction refurbishments, bus stops including build outs, and road cycle schemes.</p>
Standard Design Principles	<p><i>Rethink and redesign</i></p> <p>Apply basic design principles but also aim for significant street re-design and roadspace reallocation.</p>	<p>Medium to large scale capital (carriageway and footway) renewal schemes and other medium to large scale capital schemes such as large scale traffic management, bus priority and cycle priority schemes.</p>
Innovative Design Principles	<p><i>Consider innovative approaches to create new streets or reconstruct existing streets</i></p> <p>Apply basic and standard design principles but also aim for innovative construction/ full reconstruction of the street from building to building.</p>	<p>This level should be considered for street / area based public realm or economic development projects. For example, High Street, Leith Walk and Grassmarket public realm schemes where whole street layout is reconfigured from building to building.</p> <p>Also should be considered when creating new streets associated with developments.</p>

Source: ESDG, 2015 (page 22)

* Renewals schemes will be categorised as *small, medium and large* as part of the programming of works and will be reported to the Committee as part of the Road and Footway Investment – Capital Programme.