Transport and Environment Committee

10.00am, Tuesday, 17 January 2017

Edinburgh Street Design Guidance – Process for Approving Part C Detailed Design Manual

Item number	7.4
Report number	
Executive/routine	Executive
Wards	All Wards

Executive Summary

The Edinburgh Street Design Guidance (ESDG) will transform the process of street design to provide Edinburgh with a world-class network of streets and places.

The ESDG consists of three parts; Parts A and B, which set out the Council's commitments, guiding and detailed design principles. These were approved by this Committee on 25 August 2015 and the Planning Committee on 3 October 2015. On 15 March 2016 the Committee approved the use of the ESDG for the design of all carriageway and footway renewal schemes.

This report seeks approval for the process for approving Part C - Detailed Design Manual and reports the experience from the first year's use of the ESDG.

Links

Coalition Pledges	P31, P40, P42
Council Priorities	CP9, CP11, CP12
Single Outcome Agreement	SO1, SO2, SO4

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THE CITY OF EDINBURGH COUNCIL

Report

Edinburgh Street Design Guidance – Process for Approving Part C Detailed Design Manual

1. Recommendations

1.1 It is recommended that the Committee:

1.1.1 agrees the process set out in this report for approving Part C - Detailed Design Manual of the Edinburgh Street Design Guidance. Once approved, Part C will be used for the design of both existing and new streets. As set out in Appendix 2;

1.1.2 delegates authority for approval of the Detailed Design Manual (and subsequent significant changes) to the Executive Director of Place;

1.1.3 notes the initial experience from use of the guidance; and

1.1.4 refers this report to the Planning Committee for approval, of matters within its remit (in particular reference to the design of new streets).

2. Background

2.1 The Edinburgh Street Design Guidance (ESDG) was developed to assist in achieving the Council's vision for better designed streets and to align the Council's practices with the Scottish Government's policy document, Designing Streets.

What does the guidance do?

1.2 The ESDG brings together previously separate guidance on street design and puts in place unified guidance to deliver a world-class network of vibrant, safe, attractive, effective and enjoyable streets in Edinburgh.

Who is the guidance for?

1.3 The ESDG sets out the Council's design expectations and aspirations for streets within the city. It is the first point of reference for all street design whether it is for renewals schemes, improvements to existing streets or new streets (including urban paths) in Edinburgh.

1.4 The Guidance applies to all Council services and everyone (internal or external) who manages, maintains, alters or reconstructs streets, including urban paths.

3. Main report

Structure of the ESDG

3.1 The ESDG consists of three parts.

- Part A provides the introduction and the guiding principles of street design and street type, setting out the policy and geographical context for street design in Edinburgh. It sets the Council's commitments, expectations for street design and the objectives that the Council would expect street design to be measured against.
- Part B discusses the design of streets, including a comprehensive set of 'Design Principles' summary sheets, which sets out detailed design principles for each street type.
- Part C provides the Detailed Design Manual, namely technical Factsheets, that contain detailed and technical information for implementing the guidance.

Status of the ESDG

3.2 Parts A and B were completed and approved by the Transport and Environment Committee on 25 August 2015 and the Planning Committee on 3 October 2015.

3.3 Part C - Detailed Design Manual is being drafted and will start to be issued in early 2017. Part C will be a 'live' document on the web and will be updated as best practice, policies and legislation change.

3.4 Part C aims to articulate, and put into practice, the Council's commitments and the design principles for streets as set out in Parts A and B of the ESDG.

Process for approving Part C – Detailed Design Manual

3.5 This section details the process for approving the Part C Detailed Design Manual (Factsheets), including dealing with new approaches/standards to street design and departures from the national and/or other existing guidance (mostly pre-dating Designing Streets). See Appendix 1 for statements from Designing Streets on departing from conventional practices and existing guidance, including issues addressing liability.

3.6 A flow chart in Appendix 2 illustrates the process for approving the Part C Detailed Design Manual, in particular when it requires new approaches to/standards for street design, and departs from the national and/or other existing guidance (mostly pre-dating Designing Streets).

3.7 To summarise, this process will be as follows:

- A Factsheet, detailing the new/updated approach and/or new/updated technical requirements for various aspects of street design, is drafted. It reflects both Designing Streets policy and the findings/recommendations of the extensive public and stakeholder consultation took place during the development of the Guidance. Where necessary, additional consultation exercises will take place, if there are significant changes to approved Factsheets and/or tackling new design concepts/aspects.
- Internal feedback from Council officers (Place Development and Management) is sought on the draft Factsheet.
- Where necessary, a Risk Assessment is undertaken on proposals/changes.
- The Factsheet is finalised by taking into account the feedback and, where necessary, the Risk Assessment findings.
- The Finalised Factsheet is submitted to the Executive Director of Place for approval.

3.8 Appendix 2 presents an approval pro-forma sheet that will accompany Factsheets when submitted for approval. This shall be stored for audit trail purposes.

3.9 Appendix 3 presents a Factsheet in draft format for illustration purposes.

3.10 Once the Factsheets are approved they will be made available to public and Council officers at the Design Guidance webpage(s): http://www.edinburgh.gov.uk/info/20089/roads_and_pavements/906/edinburgh_street_design

3.11 Amendments to the factsheets will be an important part of this process to ensure that the advice in the Factsheets is relevant to current needs and conditions; and still reflects the Council's most up to date vision, objectives, commitments and policies (including experience of the use of the Guidance in practice). Any subsequent significant changes/updates will follow the approval process.

3.12 Appendix 4 summarises some of the key changes that the ESDG Technical Guidance (Factsheets) will bring into practice/application in Edinburgh to reflect the Designing Streets policy and to deliver the Council's vision and the commitments made in the ESDG.

3.13 Once approved, Part C will be used for all street design whether it is for renewals schemes, improvements to existing streets or new streets (including urban paths) in Edinburgh.

Initial experience with the use of the ESDG

3.14 The ESDG came into practice after its approval by the Transport and Environment Committee on 25 August 2015 and the Planning Committee on 3 October 2015. On 15 March 2016, the Transport and Environment Committee endorsed its use for the design of all carriageway and footway renewal schemes.

3.15 Due to the lead in times for approval of capital and renewals programme and budgets, work/construction that took place in 2016 (approved as part of the 2015/16 budget) did not have the opportunity to fully reflect the commitments and the requirements set out in the ESDG.

3.16 Schemes that are in the pipeline for preliminary design or detail design have included the ESDG in their briefs. In some cases, the draft design aspects are being shared with the internal and external design teams. These include, but are not limited to, all cycle capital schemes, Leith Programme and the proposed Roseburn to Leith Walk Cycle Link.

3.17 Initial ESDG training sessions for Planning and Transport officers took place in October and November 2016. Further training sessions for Council officers from the Place Development and Management teams will take place in 2017, also covering more detailed/specific design consideration.

3.18 The Council teams will fully embed the ESDG into their Quality Assurance/Management systems in 2017 to ensure all services are aligned by the commitments and the requirements of the ESDG.

4. Measures of success

4.1 The measure of success will be that the application of the ESDG Factsheets will deliver streets that meet the Guidance objectives, i.e. streets that:

- are welcoming, inclusive and accessible to all;
- are easy to navigate;
- are attractive and distinctive;
- give priority to sustainable travel (walking, cycling and public transport);
- are safe and secure;
- are designed to deal with and respond to environmental factors such as sun, shade, wind, noise and air quality;
- respect key views, buildings and spaces reflect the needs of local communities; and
- are resilient, cost-effective and have a positive impact on the environment over their life-cycle.

5. Financial impact

5.1 A review will be undertaken on potential financial implications of the ESDG in respect of the Transport Capital Programme in the 2017/18 budget year. This will be reported at a future meeting of this Committee.

6. 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. The Factsheets align the street design practices and procedures in Edinburgh with the Government's streets and place making policy. The ESDG and its Factsheets complement the Edinburgh Design Guidance and help to achieve the Council's wider policy objectives.

6.2 Application of the Guidance will help reduce financial risk, in the long term, to the Council and will complement the existing Council policy framework in relation to civic spaces and events.

7. Equalities impact

7.1 Impacts on equalities and rights have been considered through Equalities and Rights Impact (ERIA) evidence. Application of the ESDG will significantly improve accessibility of streets.

7.2 This report seeks approval for the process for approving Part C - Detailed Design Manual of the Edinburgh Street Design Guidance (detailed in Appendix 2). Therefore the impact on the equalities will be the same as the ESDG's (reported to the Committee on 25 August 2015).

8. 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.

8.2 This report seeks approval for the process for approving Part C - Detailed Design Manual of the Edinburgh Street Design Guidance (detailed in Appendix 2). Therefore, the impact on sustainability will be the same as the ESDG's (reported to the Committee on 25 August 2015).

9. Consultation and engagement

9.1 Consultation, with both internal and external user groups, has been carried out to guide and shape the development of the ESDG. 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. The information gathered has been used to inform the scope of the policy and to provide direction for the guiding and design principles and design approaches adopted in the ESDG.

9.2 The forthcoming Factsheets reflect will the findings/suggestions of the consultation reported to the Committee in detail on 25 August 2015.

9.3 The Factsheet approval process requires internal feedback from Council officers on the proposed changes to conventional practice and/or national guidance. The approval form, which is presented in Appendix 2, will be used for audit trail purposes.

Background reading/external references

10.1 Edinburgh Street Design Guidance, Transport and Environment Committee report, 25 August 2015

10.2 Edinburgh Street Design Guidance, Planning Committee report, 1 October 2015

10.3 Edinburgh Street Design Guidance - Carriageway and Footway Renewals Programme, Transport and Environment Committee report, 15 March 2016

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11. Links

Coalition Pledges	P31 – Maintain our city's reputation as the cultural capital of the world by continuing to support and invest in our cultural infrastructure
	P40 – Work with Edinburgh World Heritage rust and other stakeholders to conserve the city's built heritage
	P42 – Continue to support and invest in our sporting infrastructure
Council Priorities	CP9 – An attractive city
	CP11 – An accessible connected city
	CP12 – A built environment to match our ambition
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	Appendix 1 - Designing Streets statement on deviating from conventional methods and existing guidance
	Appendix 2 - Process for Approving Part C Detailed Design Manual (Factsheets) flow chart and Form
	Appendix 3 – A draft Factsheet
	Appendix 4 – Some of the key changes to conventional practices and/or departures from the existing guidance

Appendix 1 - Designing Streets statement on departing from conventional methods and existing guidance

Designing Streets, the Scottish Government's policy document states (page 60) that:

> "...*A complex set of legislation, polices and guidance applies to the design of streets. There is a tendency among some designers and approving authorities to treat design guidance as hard and fast rules because of the mistaken assumption that to do otherwise would be illegal or counter to a stringent policy.* ***This approach is wrong****. It restricts innovation, and leads to standardised streets with little sense of place or quality. In fact, there is considerable scope for designers and approving authorities to adopt a more flexible approach on many issues. It is, therefore, Scottish Government policy in Designing Places and Designing Streets to encourage street design which engenders place and quality*..."

Designing Streets highlights that road and planning authorities can make technical judgments to how policies and standards are applied. It concludes (page 60):

> *"...Within this overall framework, road and planning authorities have considerable leeway to develop local policies and standards, and to make technical judgements with regard to how they are applied. Other bodies also produce advisory and research material on which they can draw... "*

Further details on legal and technical context can be found in page 60 of Designing Streets.

Liability

Designing Streets states that concerns regarding risk and liability frequently lead to the rigid application of standards that can limit design-led, contextual and innovative approaches. It states that (page 60):

> *"...Recent case law has established that drivers are primarily responsible for their own safety and although road authorities have a general duty under Section 39 of the Road Traffic Act 1988 to promote safety, this does not create a duty of care..."*

Further detail on risk and liability can be found in page 60-61 of Designing Streets.

Chapter 5 of Highway Risk and Liability Claims (2009) advises local authorities to put procedures in place that allow rational decisions to be made with minimum bureaucracy and create an audit trail which could be used as evidence in court.

The suggested procedure is to follow a Quality Audit in which design objectives are set out and the design evaluated against these objectives.

In order to create a more rigorous procedure, both evidence (local, national or from elsewhere) and research based assessment and/or Risk Assessment is/will be used to evaluate proposed changes to conventional methods and departures from the national guidance.

Appendix 2 - Process for Approving Part C-Detailed Design Manual (Factsheets)

The figure below illustrates the process for approving Part C Detailed Design Manual (Factsheets), including how it deals with new approaches/standards to street design and departures from the national and/or other existing guidance (mostly pre-dating Designing Streets).

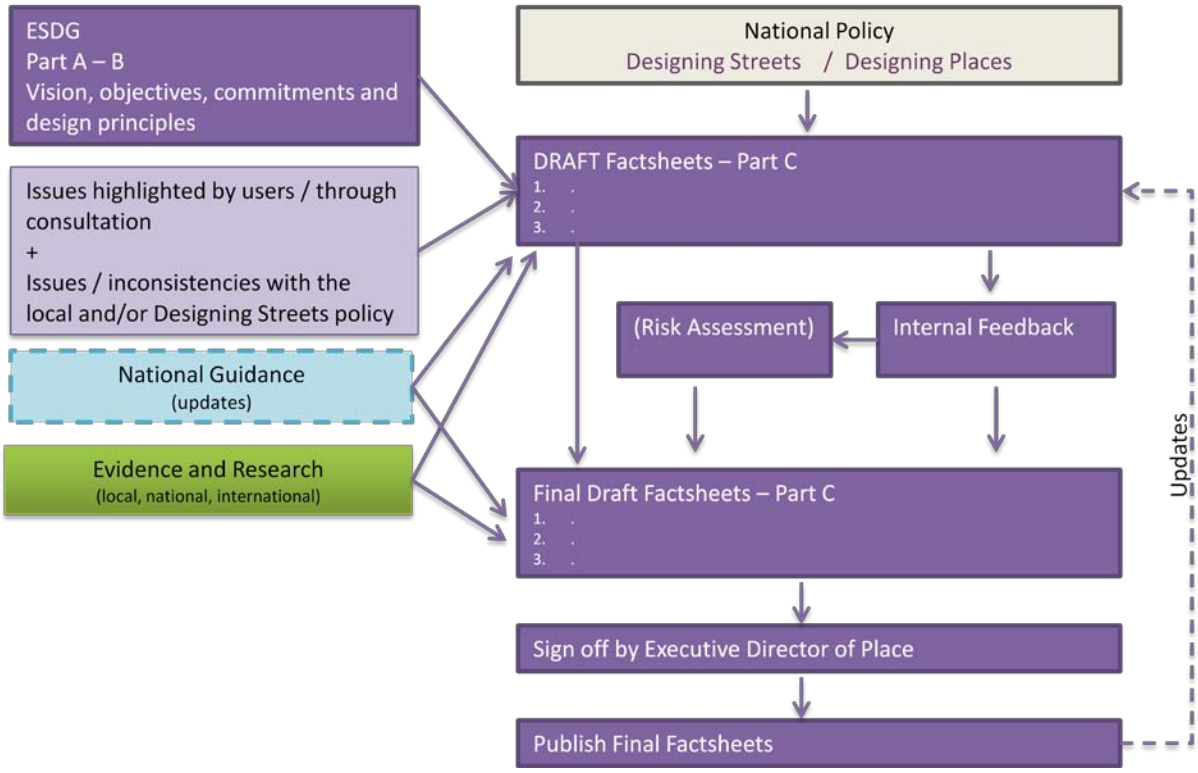


Figure 1: Process for Approving Factsheets

Edinburgh Street Design Guidance: Part C - Detailed Design Manual (Factsheets) Approval Form

Factsheet Title (s)	
Version no	
Element (s)	
Proposed Practice and Reason	
Current / Standard Practice	
Feedback from officers **(key points only)**	
Decision based on	☐ Designing Streets (please refer page no)
	☐ Evidence / Research (please summarise)
	☐ Risk Assessment (please summarise key points and attach form)

Signature:

Executive Director of Place Date:

Appendix 3 - A draft Factsheet for illustrative purpose

Advisory Cycle Lanes

Advisory cycle lanes delineate an area of the carriageway for cyclists and provide a recommend line of travel for cyclist. They instruct vehicles not to enter unless avoidable and can legally be overrun.

- Traffic Regulation Orders (TROs) are **not** required for their introduction.
- They are cheap to install. They are marked by using a broken white line (Diagram 1004) with cycle symbols (Diagram 1057)
- They should be fully protected by waiting and loading restrictions at times when the highest demand for cycle use is expected.
- The hours of operation of these restrictions need to balance the needs of cyclist with other demands, for example loading for businesses and overnight car parking.

They can be used with centre line removal to encourage vehicles to leave nearside space free for cyclists.

Like mandatory cycle lanes, advisory cycle lanes should be continued through priority junctions using the same broken white line and cycle symbol.

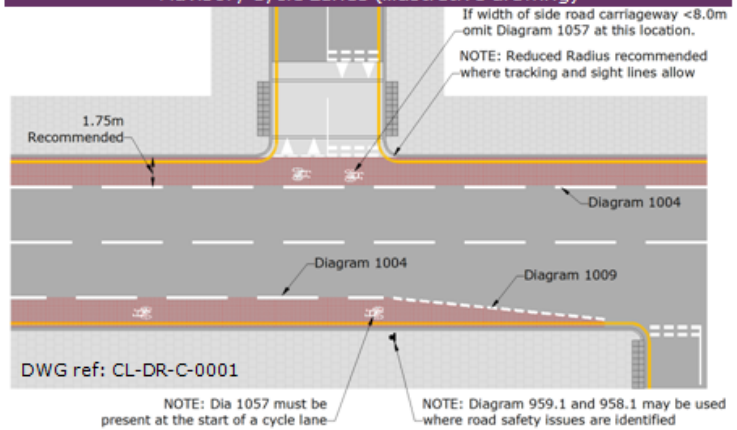
Waiting restriction markings (Diagrams 1017 or 1018.1) should be 50mm wide in 'Environmentally Sensitive' areas such as World Heritage Site and Conservation Areas.

See Traffic Signs Manual Chapter 5 for more detail.

Material for cycle lane

Red chipped asphalt should be used. However initial installation with lining only can be considered to reduce cost.

Advisory Cycle Lanes (illustrative drawing)



Dimensions

- Recommended width 1.75m
- Maximum 2m (adjacent to inset parking bays)
- Minimum 1.5m - Lanes narrower than 1.5m is only acceptable in exceptional circumstances, such as feeder lead-in lane to ASL (1.2m Minimum)

Relevant Factsheets:

ASLs

Cycle Lanes - Integration with Parking and Loading, Bus Stops, Side Roads and Crossings

Mandatory Cycle Lanes

A Mandatory cycle lane is a dedicated area of the carriageway for protecting cyclists and is relatively cheap to install.

- Traffic Regulation Orders (TROs) are **not** required for their introduction (TSRGD,2016).
- They are marked by using a continuous white line (Diagram 1049 or 1049B) with cycle symbols (Diagram 1057) in the lane, where it begins and at any joining points.
- They should operate at all times unless there are clearly justified reasons not to do so.
- Vehicles are not permitted to cross mandatory cycle lanes with exceptions for emergency vehicles and vehicles entering/existing private driveways and turning movements.
- Since vehicles can legally enter them to stop or for loading/unloading , additional restrictions are needed to keep them clear.

Cycle lane provision should be continued through priority junctions using a broken white line (Diagram 1004 or 1010) and cycle symbols.

Diag. 958.1 'with flow cycle lane ahead' sign only allowed when cycle lane is not clearly visible to drivers.

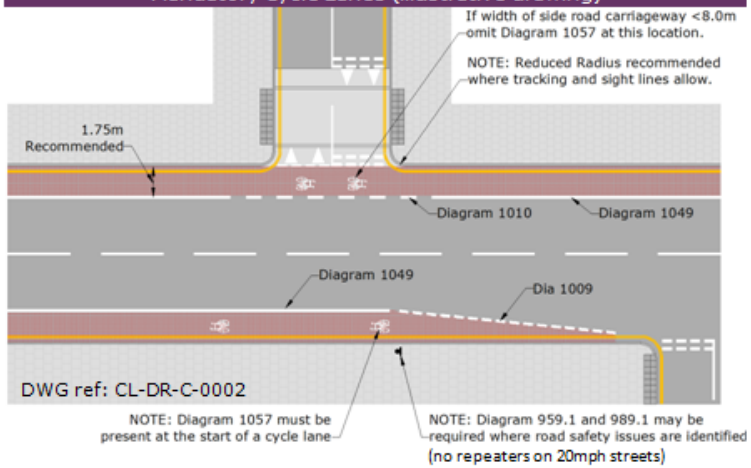
Waiting restriction markings (Diagrams 1017 or 1018.1) should be 50mm wide in 'Environmentally Sensitive' areas such as World Heritage Site and Conservation Areas.

Fore more detail see: Traffic Signs Manual Chapter 5.

Material for cycle lanes

Red chipped asphalt should be used. However initial installation with lining only can be considered to reduce cost.

Mandatory Cycle Lanes (illustrative drawing)



Dimensions

- Recommended width 1.75m
- Maximum 2m (Diag. 1057 cycle symbol is used in lane)
- Minimum 1.5m - Lanes narrower than 1.5m only acceptable in exceptional circumstances, such as feeder lead-in lane to ASL (1.2m minimum)

Mandatory lane (LCDS, 2015)

Relevant Factsheets

ASLs

Cycle Lanes - Integration with Parking and Loading, Bus Stops, Crossings and Side Roads

Appendix 4 – Some of the proposed key changes to conventional practices and/or departures from the existing guidance

The table below summarises some of the proposed key changes that the ESDG Technical Guidance (Factsheets) will bring into practice/application in Edinburgh to reflect the Designing Streets policy and to deliver the Council's vision and the commitments made in the ESDG.

Element	Proposed practice and reason for adopting	Conventional practice / existing guidance	Decision based on:
'Tight' corner radii	A 'Tight' corner radius reduces visibility, slows vehicle speed and maintains pedestrian desire lines.	DMRB TD42/95 gives large corner radii to ensure visibility at junctions and prevent large vehicle overrun on corners.	• Evidence from Manual for Streets 2 (MfS2) • Designing Streets • Risk assessment
Crossing close to junction (side road)	Crossing close to junction to maintain pedestrian / cyclist desire lines. Crucial for delivering 'Quiet Routes" network.	LTN 2/95 suggests minimum distances of 20m (signalled-controlled) and 5m (Zebra) to ensure driver visibility and reaction to crossing.	• The City of Edinburgh Council (CEC) has undertaken an assessment of 55 crossings ≤ 15m from the junction. No evidence to support any accident was result of the crossing distance from the junction • Risk assessment
Reduced width of tactile paving	Standardised use of 800mm instead of 1200mm tactile tail widths to provide clear and consistent tactile paving layouts. Additional benefit of reduced construction and maintenance costs.	DfT Guidance suggests a depth of 1200m to ensure that visually impaired pedestrians pick up the surface. 800mm is given as the minimum.	• Evidence from the University College London concluded the blister profile was readily detectable at 800mm wide as it will always capture a person's stride • Risk assessment

Element	Proposed practice and reason for adopting	Conventional practice / existing guidance	Decision based on:
Stop/give way line to crossing distance	A desirable distance of 1.7m is proposed at crossings to assist in maintaining pedestrian / cyclist desire lines.	TSM Chapter 5 provides a minimum distance of 1.1m (Zebra) or 1.7m (Toucan) and a maximum of 3.0m. TAL 5/05 recommends a minimum distance of 3.0m to ensure high-fronted vehicles waiting at the stop line can clearly see pedestrians at the crossing.	• Risk assessment
Presumption against use of new guardrails / Favour removal of existing	Use CEC Pedestrian Guardrail (PGR) Assessment, adopting the presumption against new guardrail and in favour of removing existing to reduce clutter.	LTN 2/95 suggests considering the use of guardrail on approach to crossings to reduce likelihood of accidents and guide blind or partially sighted pedestrians.	• Aligning with Active Travel Action Plan (ATAP), CEC (PGR) Assessment, Designing Streets, and Local Transport Strategy • Risk assessment for reverse stagger island.
Omitting centrelines on 20mph local & secondary streets	Omitting/not reinstating centreline on 20mph network to reduce speeds and enable more effective allocation of road space. Additional benefits include reduced construction and maintenance costs and a reduction in visual clutter.	TSM Chapter 5 does not state centreline must be used but recommends omitting them in rural areas, implying that they should be used in all other situations.	• Evidence from Manual for Streets 2 (MfS2) • Evidence from TFL Centreline Removal Trial • Risk assessment
Floating bus stops	Provide floating bus stops to facilitate bus public transport on cycle routes. Floating bus stops are common practice in the Netherlands and Denmark which are both cycle friendly cities.	Edinburgh currently has no existing floating bus stops.	• Evidence from Cambridge City Council • Risk assessment

Element	Proposed practice and reason for adopting	Conventional practice / existing guidance	Decision based on:
Continuous footways	Continuous footways to be introduced at side road crossings in busy pedestrian streets, giving greater priority to people travelling on foot.	Edinburgh currently has no existing continuous footways. Concern expressed regarding cracking of footway material under heavy vehicle loading resulting in high maintenance costs and tripping hazards.	• Aligning with current practice in London • CIHT Designing for Walking • Risk assessment
Set back low level street furniture <450mm	Low level furniture (≤1200mm) to be set back 300m from the kerb. High level furniture (e.g. poles and lighting columns) to be set back 450mm from the kerb edge.	DMRB TD 50/04 requires all street furniture to be set back 450mm to prevent damage by vehicles having a lateral overhang.	• Sustrans Technical Information Note 31 • Risk Assessment
Anti-skid	Reducing Anti-skid surfacing on 20mph and 30mph streets.	DMRB HD 36/06 provides a standard minimum treatment length of 50m on approach to a hazard.	• Calculations based on urban streets • Risk assessment