

Transport and Environment Committee

10.00am, Thursday, 16 May 2019

City Mobility Plan – strategic framework and package of policy measures

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| Executive/routine | Executive |
| Wards | All |
| Council Commitments | 16, 17, 18, 19, 20, 21, 22, 26, 27, 48 |

1. Recommendations

- 1.1 This report recommends the Transport and Environment Committee:
- 1.1.1 notes the findings of the spring 2019 stakeholder engagement to identify preferred City Mobility Plan (CMP) policy measures stemming from the autumn 2018 engagement ‘Connecting our City, Transforming our Places’;
 - 1.1.2 agrees the proposed framework including the vision, objectives, packages of themed policy measures, and key performance indicators to feature in a Draft CMP to be presented in draft to Committee ahead of further public and stakeholder consultation by the end of 2019; and
 - 1.1.3 agrees that the policies contained in the current Local Transport Strategy 2014-2019 apply until the CMP is finalised.

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2. Executive Summary

- 2.1 Edinburgh faces significant mobility and transport challenges. These are amplified by city and regional growth forecasts. The range of challenges and issues have been expressed through extensive stakeholder and public engagement activities over the past 12 months and demonstrate a clear desire for bold remedial action.
- 2.2 This report sets out a strategic framework which forms the basis for the CMP. It contains a proposed vision, objectives, packages of policy measures and key performance indicators. It has been developed in line with best practice following the European Sustainable Urban Mobility Plan (SUMP) model.
- 2.3 The vision for this new plan is:
“Edinburgh will have a cleaner safer, inclusive and accessible transport system delivering a healthier, thriving and fairer capital city, and a higher quality of life for Edinburgh residents”.
- 2.4 The plan will also ensure that subsequent action plans, projects and activities are coordinated, assessed and developed to address the pressing mobility challenges for our city.
- 2.5 A draft CMP will be reported to committee before the end of 2019, prior to public and stakeholder consultation.

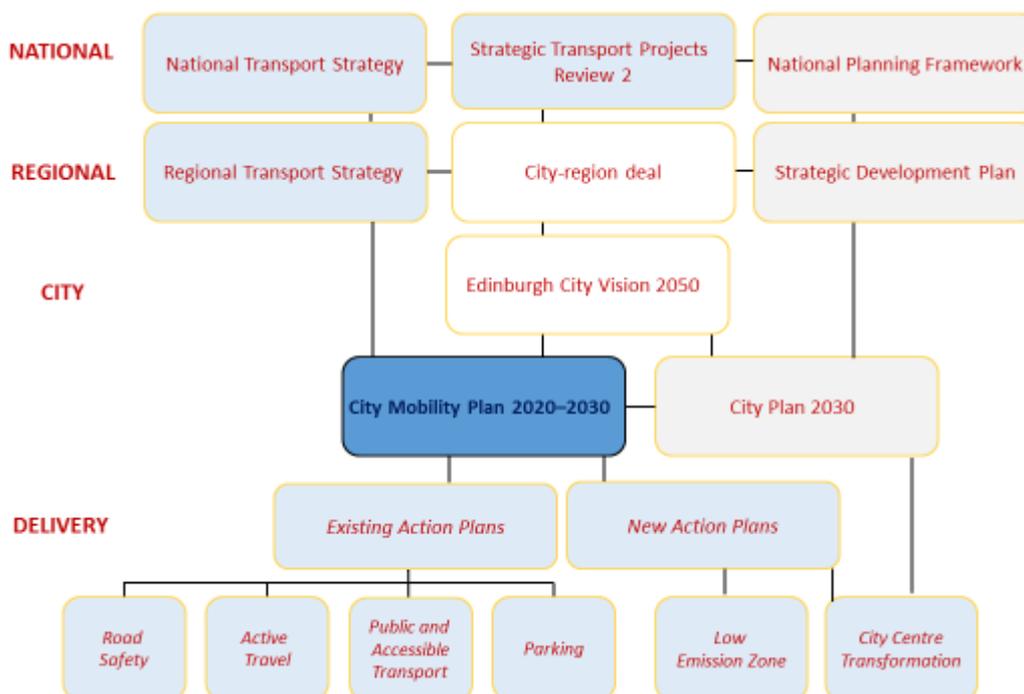
3. Background

- 3.1 In March 2018, Committee approved proposals for engagement with stakeholders to inform the review of the existing LTS and development of the new CMP. To help integrate strategies and to make best use of Council and stakeholder resources, a collective engagement on the inter-related projects of CMP, Low Emission Zone (LEZ) and Edinburgh City Centre Transformation (ECCT) was undertaken.
- 3.2 In August 2018, Committee noted the stakeholder engagement work undertaken and agreed to a programme of wider public engagement focussed around the prospectus ‘Connecting our City, Transforming our Places’ in autumn 2018.

- 3.3 On [28 February 2019](#) Committee noted the findings engagement and approved the next stages involved in developing the CMP, including:
- 3.3.1 development of a suite of targeted policies that improve mobility but also deliver social, environmental and economic benefits;
 - 3.3.2 continued discussion with SEStran and City Region Deal about the movement of people and goods across the region; and
 - 3.3.3 ongoing involvement with European partner cities through the SUMP's-Up programme.

4. Main report

- 4.1 The CMP and the City Plan will together set out the policies that will direct the growth and development of the city and how people, goods and services are moved around.
- 4.2 The CMP will require, particularly, to note forthcoming updates to the National Transport Strategy in late 2019, and the Regional Transport Strategy for South East Scotland thereafter.
- 4.3 The continuing close alignment with LEZ and ECCT will ensure that dependencies, especially in relation to delivery timetables are aligned.
- 4.4 The following diagram identifies the pivotal role of the CMP in linking the national, regional and city policy context through to guiding delivery plans and resourcing across the city.



Key Issues

- 4.5 This report consolidates the findings from the autumn 2018 engagement ‘Connecting our City, Transforming our Places’ and stakeholder engagement during spring 2019 into a proposed framework for the plan.
- 4.6 This process has identified key mobility issues facing the city, namely:
- 4.6.1 car in-commuting to Edinburgh from the city region;
 - 4.6.2 congestion levels and travel times especially during peak periods;
 - 4.6.3 road safety with pedestrians being the most vulnerable road user group;
 - 4.6.4 transport related air pollution and the impact of transport emissions on climate change; and
 - 4.6.5 areas of the city not well served by public transport, limited orbital routes around the city, and some lengthy public transport journey times.
- 4.7 These issues reflect the pressures on the city’s mobility system detailed to Committee in February 2018. The same report also identified the challenge of significant growth forecasts for the city and region. While such growth will provide new jobs, homes and amenities, it must be carefully planned to provide a high quality of life, and access to services and opportunities for all residents, in particular communities that experience inequality.
- 4.8 In addition to population trends, changing societal patterns brought about by the digital revolution have also impacted on the way people and goods move around - most noticeably through the emergence of companies like Amazon, Uber and Deliveroo.
- 4.9 A plan will be developed that focusses on supporting and expanding public transport systems and encouraging modal shift away from car use. These aims are the most effective way of delivering a high quality urban environment and addressing the transport challenges facing Edinburgh and the south east region.

Strategic framework

- 4.10 The strategic framework is set out in Appendix 1. Its structure takes the form of:
- 4.10.1 Vision;
 - 4.10.2 Objectives;
 - 4.10.3 Policy themes and measures;
 - 4.10.4 Demand management;
 - 4.10.5 Land use planning;
 - 4.10.6 Public transport;
 - 4.10.7 Walking and cycling;
 - 4.10.8 Optimising our streets;
 - 4.10.9 Key performance indicators, and
 - 4.10.10 Plan, programme, costs, funding and review.

- 4.11 A set of key performance indicators has been identified to monitor progress of the Plan. These are listed in 4.12 below. The Council is partnering with fellow European cities as part of a European Union coordinated Sustainable Urban Mobility Indicators project, to develop data gathering and evaluation approaches to support this.
- 4.12 The following key performance indicators have been selected for their suitability to monitor progress towards meeting the objectives of the Plan:
- 4.12.1 Greenhouse gas emissions associated with transport;
 - 4.12.2 Energy efficiency of transport;
 - 4.12.3 Road safety casualty rates;
 - 4.12.4 Active travel casualty rates;
 - 4.12.5 Air quality emissions;
 - 4.12.6 Access to public transport; and
 - 4.12.7 Congestion.
- 4.13 Further work is required to develop these indicators and align to the strategic goals of the plan. In addition to these key performance indicators, it is proposed that the Plan will contain indicators related to specific outputs/progress, for example changes in modal share, monitoring reduction in number of trips made by car and increases in trips made by walking, cycling and public transport.

Next steps

- 4.14 Further to agreement of this report, the main steps to develop a draft plan for Committee by the end of the year entail:
- 4.14.1 Incorporate relevant aspects of the National Transport Strategy to be reviewed and updated by the end of 2019;
 - 4.14.2 Data gathering to provide the baseline for monitoring and evaluation through the key performance indicators;
 - 4.14.3 Completing review of current and new policy measure to feature in the plan;
 - 4.14.4 Reviewing and carrying forward relevant actions from existing action plans;
 - 4.14.5 Where appropriate, adding a spatial layer to policy measures e.g. identify where public transport corridors require to be developed/expanded;
 - 4.14.6 Carry out additional appraisals to inform the development of the plan;
 - 4.14.7 Public transport appraisals undertaken by consultants to identify technical and cost issues, and develop business cases to better connect strategic locations e.g. Granton, South East Edinburgh;
 - 4.14.8 Transport Scotland's Strategic Transport Projects Review 2 is being undertaken in 2019/20 to identify city-region transport infrastructure requirements and improvements. Evidence gathering and issue

identification will be complete by the end of 2019. Both the Plan and the Review will be mutually informative;

- 4.14.8 Develop a funding strategy to provide a cost effective logic to addressing the congestion, health, safety, demographic and inclusion challenges facing Edinburgh; and
- 4.14.9 Complete the Council's two year involvement as a leadership city in a European Union best practice SUMP project.
- 4.15 The draft Plan will be submitted to Committee by the end of 2019, and, following further public and stakeholder consultation, the finalised version by early 2020.
- 4.16 By then, the Council will have agreed strategies for the CMP, ECCT (including a delivery plan), and LEZ. The City Plan 2030 will also be progressing.
- 4.17 The impact of these projects in relation to how people and goods move around a growing city will say much about the Council's aspirations for a fair, healthy, inspiring and thriving capital city and how the Council faces up to the issues contained in the health and climate change agendas.

5. Financial impact

- 5.1 There are no direct financial implications resulting from this report, but the policy measures in the finalised CMP could have significant financial implications. The next stages of development will involve an assessment of costs and the funding strategy to address these.
- 5.2 A Strategic Environmental Assessment for the Plan is to be undertaken by Jacobs UK, at a cost of £49,425.

6. Stakeholder/Community Impact

Stakeholder engagement

- 6.1 Following the consultation on 'Connecting our City, Transforming our Places' further workshops were undertaken involving 100 stakeholders and the Transport Forum (which continues to serve as the stakeholder advisory group for mobility policy development), to help identify policy measures that would support the mobility plan. The policy measures are detailed in Appendix 1.

Governance

- 6.2 As Committee will be aware, the Edinburgh and South East Scotland City Region Deal was signed by the UK and Scottish Governments and the partners in August 2018. In order to meet regional inclusive growth challenges relating to transport and connectivity, a Transport Appraisal Board has been established that reports to the City Deal Joint Committee. It comprises representatives of the six constituent local authorities, Transport Scotland and SEStran the regional transport partnership.

- 6.3 Many of the policy measures detailed in Appendix 1 to tackle traffic levels coming into the city on a daily basis will have implications for the wider city-region. As such, Transport Scotland are considering the formation of Regional Transport Working Groups to secure a coordinated and strategic approach to transport, planning and economic growth across the growing region. They would also input to the revised National Transport Strategy and second Strategic Transport Projects Review (STPR2).
- 6.4 Due to strong dependencies between the Plan, the City Plan 2030, the Low Emission Zone and Edinburgh City Centre Transformation projects, a joint officer board has been set up to oversee all three projects.

Assessments

- 6.5 Development of the Plan will be subject to a Strategic Environmental Assessment (SEA) as a strategy falling under Section 5(3) of the Environmental Assessment (Scotland) Act 2005. Scoping Reports have been issued to the Scottish Government's SEA Gateway and early dialogue has taken place with the Consultation Authorities. Cumulative assessment will look at the interactions between the Plan and the dependency projects of ECCT, LEZ and City Plan 2030, whilst a consistent baseline and set of SEA objectives across the projects will ensure further coordination and alignment of the assessment process.
- 6.6 An Integrated Impact Assessment (IIA) will be undertaken in parallel with Strategic Environmental Assessment for the Plan following approval of the policy measures outlined in this report, and in developing the consultation draft Plan.
- 6.7 The IIA has been informed by evidence gathered through engagement events and surveys, and Market Research carried out as part of 'Connecting our City, Transforming our Places' in autumn 2018, and a meeting with the Edinburgh Access Panel.

7. Background reading/external references

- 7.1 [City Region Deal Transport Appraisal Board](#), report to Edinburgh and South East Scotland City Region Deal Joint-Committee, 1 March 2019
- 7.2 ['Edinburgh: connecting our city, transforming our places' – findings of public engagement and next steps](#), report to Transport and Environment Committee, 28 February 2019
- 7.3 ['Edinburgh: connecting our city, transforming our places' – public engagement on City Mobility Plan, Low Emission Zone\(s\) and City Centre Transformation](#), report to Transport and Environment Committee, 9 August 2018
- 7.4 [Edinburgh's Local Transport Strategy review](#), report to Transport and Environment Committee, 9 March 2018
- 7.5 [SESplan Cross Boundary and Land Use Appraisal study](#) (2017)

8. Appendices

Appendix 1: City Mobility Plan – strategic framework and package of policy measures

Appendix 1: City Mobility Plan - strategic framework and package of policy measures

This document sets out the proposed strategic framework for the City Mobility Plan, and the supporting package of policy measures.

Introduction/context: key mobility issues for the city

- Traffic / congestion / journey times
- Air quality
- Road safety
- Public transport accessibility (gaps: areas served, routing)
- City/region growth
- Demographics, and changing lifestyles

Vision

The vision for the Plan is *‘Edinburgh will have a cleaner, safer, inclusive and accessible transport system delivering a healthier, thriving and fairer capital city, and a higher quality of life for Edinburgh residents’*.

Objectives

This vision will be supported by the following strategic and operational objectives:

1. Protect and enhance our environment, and respond to climate change.
 - Reduce carbon emissions associated with road transport.
 - Improve the resilience of our transport system to better cope with a changing climate.
 - Reduce the impact of noise associated with transport.
2. Improve health and wellbeing.
 - Reduce local pollutant emissions from road transport which impact upon our health.
 - Increase the proportion of trips people make by foot, bike, and public transport.
 - Make our communities great places for people.
 - Create safer streets for all.
 - Reduce vehicular dominance.
3. Improve equality and social inclusion.
 - Increase the proportion of people who are well served by public transport.
 - Improve travel choices for all regardless of age, disability, ethnicity, gender or income.
 - Improve the quality of our streets, footways and cycle routes to enable access for people of all abilities.
4. Support inclusive and sustainable economic growth.

- Improve public transport and active travel connectivity across our growing city, and city-region.
- Improve rail and bus/coach connectivity across the UK, and air connectivity to international destinations.
- Maintain and improve the economic vitality and viability of the city centre, and traditional district and local shopping centres.
- Prioritise the use of space to maximise people movement.
- Better manage the movement and delivery of goods to reduce impacts.

Packages of policy measures

Policy measures are set out under the following themes:

- Demand management
- Land use planning
- Public transport
- Walking and cycling
- Optimising our streets

The measures have been assessed based on the SUMP model that ensures they all contribute effectively to meeting strategic objectives and tackling key mobility issues.

Measures underlined are directly linked to [Council Commitments](#). Where policy measures offer a broader benefit to the growing city-region, and require a regional approach to their development '(REGIONAL)' is indicated.

Demand Management

The liveability of cities is greatly influenced by the presence of private cars. Reducing the number of private cars (moving or stationary) in an area can help improve living conditions (air, noise, safety), while also minimising congestion. This can be achieved by modal shift from car to other modes, and by reducing travel demand. Demand management measures are defined as “Managing travel demand through access restrictions and via financial incentives and disincentives” (CIVITAS, 2012).

- Increase parking charges at peak times of day to manage demand
- Outward extension of parking controls across the city
- Prevent and enforce parking in bus and cycle lanes
- Prevent and enforce pavement parking
- Introduce a Workplace Parking Levy to manage demand in key areas
- Traffic free zones, especially the city centre
- Close streets to traffic at certain times of year e.g. festival/events
- Explore the introduction of road user charging to manage demand

Land Use Planning

Land use patterns relate to the size, density and spatial structure of a city/city-region. Without effective integrated land use and mobility planning cities can become increasingly dispersed and polarised. This can lead to a range of dis-benefits including selective increased infrastructure and environmental costs associated with a sprawling city and car-dependency, higher transport contributions to climate change and air quality, car dominated developments, poorer quality of life for citizens, a migration of people and businesses, failure to realise economic potential.

- Explore opportunities to support new mobility solutions through developer funding e.g. bike hire, car sharing, public transport hubs
- Manage car ownership/use through the planning process e.g. parking levels based on site accessibility, street design layouts
- Prioritise dense developments close to shops/services or on public transport and active travel corridors to reduce travel distances and car reliance¹
- Freight consolidation centres/logistics zones to manage the volume of large vehicles entering the city (REGIONAL)
- Hubs with services in major new residential developments to support shared mobility, public transport, deliveries, and flexible remote working

Public Transport

A public transport network is a fundamental element of a sustainable city region by offering inclusive, mass-transit opportunities for people to access work, education, social activities, healthcare and other services. Best-practice public transport measures encompass routes and infrastructure, vehicles, innovative and flexible services, improved accessibility, and integrated fares and ticketing.

- Extend the existing tram line, and develop additional tram lines (REGIONAL)
- Increase capacity at existing Park and Ride sites (REGIONAL)
- Development of new Park and Ride interchanges (REGIONAL)
- Integration of bus and tram operations (REGIONAL)
- Integrated timetabling across public transport services (REGIONAL)
- Smart integrated payments across public transport services (REGIONAL)
- Develop more flexible fare options for public transport trips e.g. off-peak, one-hour tickets, free child travel, group travel (REGIONAL)
- New bus priority corridors (REGIONAL)
- Orbital bus routes serving key locations and areas with low public transport access (REGIONAL)

¹ There is a close connection between the modal share of public transport and the density of a town; in general the modal share of public transport increases with the density of a town (CIVITAS 2012).

- Improve public transport access to, and between, town centres
- Improve public transport to rural west Edinburgh
- Explore alternative opportunities to serve areas poorly served by public transport e.g. mobility as a service, on-demand transport (REGIONAL)
- Broaden the public transport offering to also encompass non-timetabled shared mobility services e.g. bike hire, car clubs/pooling, taxi sharing
- Explore opportunities for utilising Edinburgh's South Suburban rail line (REGIONAL)

Walking and Cycling

Walking and cycling are excellent alternatives to car travel for many short-distance journeys in urban areas, as they reduce the use of fossil fuels and contribute to improvements in health, congestion and air quality, while enhancing the attractiveness of the urban environment.

- Strategic cycle routes across the city, and into neighbouring authorities (REGIONAL)
- Cycle facilities along main arterial routes
- Secure bike storage/lockers
- Strategic walking network connecting the city/town/local centres with other key destinations
- Pedestrian only areas in city centre
- Pedestrian priority in city/town/local centres
- Accessible streets e.g. dropped kerbs, wheelchair accessible footways, and accessible road crossings
- Manage signal timings to reduce waiting times for pedestrians, especially in high footfall areas
- Increase the number of safe/accessible road crossings across the city
- Increase footway widths especially in high footfall areas
- Speed limit reductions and enforcement
- Prioritise safety improvements to the most vulnerable groups of road users identified through incident analysis

Optimise our Streets

Optimise our streets primarily relates to making more efficient use of the available space to move people and goods, and encompasses technology, travel behaviour and traffic management.

- Explore regional consolidation centres to rationalise delivery vehicles (REGIONAL)
- Explore the use of Park and Ride sites for freight consolidation, and the use of trams to bring freight into the city (REGIONAL)

- Explore micro distribution centres supporting last mile delivery hubs (REGIONAL)
- Explore last mile deliveries involving electric vans/cargo bikes, or other ultra-low emission vehicles (REGIONAL)
- Low Emission Zone targeting the most polluting vehicles across a broad area of the city
- Explore shared mobility alternatives to car ownership e.g. Mobility as a Service, car sharing, and car clubs (REGIONAL)
- Strategic roll-out of electric vehicle charging infrastructure for a range of user groups
- Area-based loading and unloading restrictions e.g. off-peak times, vehicle size/type
- Area-based travel plans to address localised mobility issues
- Understand travel movements in the city e.g. traffic/behaviour surveys
- Mobility education and awareness campaigns e.g. road safety, air quality, health, travel choices / marketing communications tailored to specific user groups to influence travel behaviours (REGIONAL)
- Explore the development a city operations centre to oversee traffic movements on key routes across the city

Monitoring and evaluation

Key performance indicators will form a monitoring and evaluation framework for evidencing progress towards meeting the objectives of the Plan:

- Greenhouse gas emissions associated with transport
- Energy efficiency of transport
 - *Supporting the 'environment' strategic objective, and the Council's Sustainable Energy Action Plan*
- Road safety casualty rates
- Active travel casualty rates
 - *Supporting the 'health and wellbeing' strategic objective, and the Council's Road Safety, and Active Travel Plan's*
- Air quality emissions
 - *Supporting the 'health and wellbeing' strategic objective, and the Council's Air Quality Action Plan*
- Access to public transport
 - *Supporting the 'equality and social inclusion' strategic objective, and the Council's Public and Community Transport Action Plan, and the developing City Plan 2030*

- Congestion
 - *Supporting the 'economic growth' strategic objective, and the Council's Economy Strategy, and the developing City Plan 2030, and wider strategic city-region projects*

In addition to these key performance indicators, it is proposed that the Plan will contain additional indicators to signify specific outputs and progress, for example changes in modal shift from car to active and sustainable modes.

Plan, programme, costs, funding and review

A phased approach to implementing the policy measures contained within these themes, will offer the most cost-effective means of addressing the congestion, health, safety and demographic challenges facing Edinburgh.

This will entail initially a review and update of all existing action plans, and the identification of new action plans to help deliver the objectives of the Plan.

A phased plan and programme will be developed for inclusion into the draft Plan being submitted to Committee in the autumn.