

Transport and Environmental Committee

10.00am Thursday, 20 June 2019

Objections to Traffic Regulation Order TRO/18/64A&B Picardy Place – Edinburgh Proposed Amendments to Various Restrictions

Executive/routine

Wards

Leith Walk

Council Commitments

1. Recommendation

1.1 It is recommended that the Committee:

- 1.1.1 notes the objections received to the advertised Traffic Regulation Order; and
- 1.1.2 sets aside the objections and gives approval to make the Traffic Regulation Order as advertised.

Paul Lawrence

Executive Director of Place

Contact: Ewan Kennedy, Service Manager – Transport Networks

E-mail: ewan.kennedy@edinburgh.gov.uk | Tel: 0131 469 3575

Objections to Traffic Regulation Order TRO/18/64A&B Picardy Place – Edinburgh Proposed Amendments to Various Restrictions

2. Executive Summary

- 2.1 This report details objections to Traffic Regulation Order TRO/18/64A&B which will make variations to the previous Traffic Regulation Order promoted. The proposed traffic regulation amendments respond to the functional requirements demanded by the redevelopment of Picardy Place which was endorsed by this Committee on the 25 January 2018, which has been further refined through a detailed design period.
- 2.2 These redevelopment works are being undertaken under the powers of the Edinburgh Tram (Line One) Act 2006.
- 2.3 This report details the nature of the objections demonstrating reasons for setting them aside and seeks approval from the Committee to make the Order as advertised.

3. Background

- 3.1 The reconstruction of Picardy Place is defined as a 'CEC Growth Asset' under the Growth Accelerator Model Agreement ("GAM") relating to St James Quarter Edinburgh (the "Development").
- 3.2 The GAM involves an agreement between the City of Edinburgh Council (the "Council"), the Scottish Government and St James Edinburgh (the "Developer") in the delivery of the Development.
- 3.3 The Developer acquired the St James Centre, including the now vacant New St Andrews House (the former Scottish Office building next to the centre) in May and June 2006.
- 3.4 On 4 June 2009, the Council granted outline planning permission for the redevelopment, refurbishment and demolition works to provide a major mixed-use scheme on the site of the existing St James Centre.
- 3.5 On 14 June 2016, the GAM was signed on behalf of the Council and subsequently signed by the Developer on 21 June 2016.

- 3.6 The Picardy Place section of the GAM consists of approximately £15m of works including (but not limited to) the removal of the existing roundabout, renewal and diversion of utilities, creating three new signal controlled junctions, forming widened high quality natural stone footways, segregated two-way cycle ways, and creating a better connected and accessible environment than the present layout.
- 3.7 On 25 January 2018, the Transport and Environment Committee endorsed the revised design of Picardy Place which was developed following stakeholder consultations.
- 3.8 On 17 April 2018, the Council published the final and agreed designs for the road layout and kerblines on Picardy Place.
- 3.9 Main construction works commenced in June 2018 and are scheduled to be substantially completed in 2019.
- 3.10 The Edinburgh Tram (Line One) Act 2006 was established in order to construct the present tram line between Edinburgh Airport and York Place, whereby the Council is authorised undertaker.
- 3.11 The Edinburgh Tram (Line One) Act 2006 outlines the tram route and the works to be undertaken in the areas to construct this (i.e. limits of deviation). Picardy Place is included within the limits of deviation.
- 3.12 In the Committee Meeting on 20 June 2018 it was confirmed that the Edinburgh Tram (Line One) Act 2006 contains the necessary provisions to undertake the redevelopment of Picardy Place.
- 3.13 The provisions within this act provides the authority to undertake road works and utilities, and implement the design endorsed by the Committee on 25 January 2018 and as published on 17 April 2018 following a period of detailed design and stakeholder engagement.

4. Main report

- 4.1 A report was prepared and authorised on 23 August 2018 by the Executive Director of Place under Delegated Powers which approved the commencement of statutory procedures to make the necessary Traffic Regulation for redesigned Picardy Place.
- 4.2 The aforementioned report detailed the following proposed amendments:
 - 4.2.1 changes to loading provision on Union Place, Greenside Place (Omni Centre), Picardy Place and York Place;
 - 4.2.2 changes to parking provision removing all Greenway Traffic Order prohibitions and the introduction of yellow line loading/unloading prohibitions and waiting restrictions, the deletion of both public and permit parking provision in Picardy Place;
 - 4.2.3 the repositioning of the taxi rank to outside the Omni Centre;

- 4.2.4 the provision of segregated cycling facilities along Greenside Place linking up with Leith Street, York Place and Broughton Street using the central island;
 - 4.2.5 changes to the bus lane and bus stops relocating the bus stop on York Place in front of St Mary's cathedral; and
 - 4.2.6 banning turns and introducing one way all as detailed in Traffic Regulation Order TRO/18/64A&B.
- 4.3 The Traffic Regulation Order TRO/18/64A&B advertised the following changes all as detailed on SWECO's Drawing ESJ-SWE-Z1-PIC-DR-TR-27-101 (Rev 04) and ESJ-SWE-Z1-PIC-DR-TR-27-102 (Rev 03) contained in Appendix A to this report. The specific changes proposed are as follows:
- 4.3.1 TRO/18/64A
 - 4.3.1.1 Remove the existing prohibited right turn from Broughton Street into Picardy Place.
 - 4.3.1.2 Prohibit the left turn from York Place into Broughton Street.
 - 4.3.1.3 Introduce one-way traffic flow on the new sections of Picardy Place (West – East), Greenside Place (North East – South West), Broughton Street (between York Place and Leith Street [South – North]).
 - 4.3.1.4 Remove the one-way traffic flow on Little King Street, Cathedral Lane and the area in front of St Mary's Cathedral from the existing traffic order and replace in a new traffic order.
 - 4.3.1.5 Permit pedal cycles to travel in the opposite direction to the one-way traffic flow on Little King Street.
 - 4.3.1.6 Remove the 'Greenway' red line stopping prohibitions and replace them with yellow line loading/unloading and waiting prohibitions on Greenside Lane, Greenside Place, Leith Street, Little King Street, Union Place and Union Street.
 - 4.3.1.7 Remove the 'Greenway' loading bay on Greenside Place and introduce new loading bays on Greenside Place, Picardy Place and Union Place.
 - 4.3.2 TRO/18/64B
 - 4.3.2.1 Introduce a prohibition on vehicles on Broughton Street (the area in front of St Mary's Cathedral), with the exception of emergency vehicles, vehicles directly involved in works on the road or adjacent buildings, vehicles in actual use in connection with weddings or funeral undertakings.
- 4.4 The proposed amendments to the various restrictions as detailed were advertised from 26 November to 17 December 2018 and there were two objections received and details on their representations are included in Appendix B to this report.

- 4.5 With reference to the representations, as is demonstrated in Schedule B, predominantly points raised do not specifically refer to the changes proposed in the new Traffic Regulation Order but focus on the new design for Picardy Place which was endorsed by this Committee on 25 January 2018. The representations did make the following pertinent points with regard to the Order:
- 4.5.1 An exemption for cyclists to the banned turn left turn from York Place into Broughton Street from York Place:
- As identified in Spokes' representation it would not be practical to provide dispensation for a left turn due to the conflict with the green man phase which will operate at the same time.
- Cyclists can however opt to use alternative routes to bypass the traffic lights at this junction.
- 4.5.2 An exemption for cyclists to travel in the opposite direction to the one-way traffic flow on Cathedral Lane:
- It is acknowledged that the traffic volume will be low, but given that lane width varies narrows to 2.66m and is substantially enclosed by either high walls or fences, it is not considered safe to allow an exemption for cyclists.
- Cyclist can opt to use an adjacent road which runs parallel to Cathedral Lane to enter onto the Broughton Street in front of St Mary's Cathedral.
- 4.6 Following a detailed consideration of the representations the conclusion is that these should be set aside and the Traffic Regulation Order should proceed as drafted.

5. Next Steps

- 5.1 The Traffic Regulation Order will be implemented, coming into effect in phased sequence, as and when the capital works in Picardy Place are completed.

6. Financial impact

- 6.1 The costs associated with progressing the TRO for Picardy Place are covered in the GAM Agreement and included in the budget for Picardy Place.

7. Stakeholder/Community Impact

- 7.1 Statutory consultation was carried out as part of the Traffic Regulation Order procedures affording any interested parties the opportunity to submit formally any comments or objections to the Council.

- 7.2 Stakeholder engagement and public information events were held across five days in September and November 2017, and a four week consultation period via the consultation hub, provided the opportunity to engage and obtain constructive feedback on the proposed design. Since these events, the design presented to this Committee has been updated to incorporate the key themes derived from this exercise, culminating in the Transport and Environment Committee endorsing the revised design on 25 January 2018.
- 7.3 Following the meeting on 25 January 2018, further engagement was undertaken with key stakeholders including Living Streets, Spokes, Sustrans, St Mary's Cathedral, New Town and Broughton Community Council, Edinburgh Access Panel, members of the Picardy Place Residents Association and Edinburgh World Heritage.
- 7.4 Through this dialogue, further improvements have been introduced to the design including:
- 7.4.1 removal of a carriageway lane at Picardy Place;
 - 7.4.2 rationalised pedestrian and cycle crossings at the John Lewis splitter island and reconfiguration of the cycleway;
 - 7.4.3 additional cycle connectivity from Leith Street carriageway to the segregated cycleway;
 - 7.4.4 further segregation at the splitter island opposite the Playhouse; and
 - 7.4.5 increased pedestrian provision at the crossing to the central island site opposite the Omni Centre.
- 7.5 Lothian Buses have been consulted on the proposed layout, including the relocation of York place bus stop.

8. Background reading/external references

- 8.1 "Redevelopment of Picardy Place – Utilising Edinburgh Tram (Line One) Act 2006" – report to the Transport and Environment Committee, 20 June 2018.

9. Appendices

Appendix 1 - SWECO's plans ESJ-SWE-Z1-PIC-DR-TR-27-101 (Rev 04) and ESJ-SWE-Z1-PIC-DR-TR-27-102 (Rev 03)

Appendix 2 - TRO/18/64A & 64B dated 26 November 2018 Picardy Place TRO Representations Tracker

City of Edinburgh Council
TRO/18/64A & 64B Dated 26 November 2018
Picardy Place TRO Representations Tracker

Ref	Item	Specific TRO/18/64A & 64B Representation	Council Response to TRO Representation
1		Objector No 1 – Private – email dated 27 November 2018	
	a)	<p>I object to these TROs on the basis that they are inappropriately predicated on modelling the movement of motorised traffic rather than the movement of people.</p> <p>I expect this objection to be set aside, as my objections have been set aside at every other stage of this process because, despite the assurances that the Council street design guidance gives priority to sustainable travel, that always has to be subordinate to the traffic models which, ironically, take no account of pedestrian or cyclist movements.</p> <p>"Balance" is sought in contradiction to the declared "priority [of] sustainable travel", and so pedestrians are subjected to a traffic dominated gyratory with multistage crossings. Cyclists are expected to mix it with traffic, or subject themselves to impossible 90 degree turns and traffic signals prioritised for cars. Bus passengers get assigned the privilege of sitting in queues of general traffic, thinking "if I'm going to be stuck in traffic, I might as well be stuck in traffic in my own car!"</p> <p>The Picardy Place gyratory will stand as a monument to traffic modelling's power over local democracy and its (hopefully short-lived) victory over people on foot, cycle and public transport.</p>	<p>This representation does not address the specific provisions of the TRO/18/64A & 64B.</p> <p>The revised design was developed following detailed consultation with various stakeholders over a period of four months between September to December 2017. The design solution developed responded to this feedback, creating a balance between pedestrians, cyclists, trams and vehicles. The current design for Picardy Place was presented to and endorsed by the Transport and Environmental Committee on 25 January 2018.</p>

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2		Objector No 2 – Spokes - email dated 17 December 2019	
	a)	Spokes has always opposed the concept of the gyratory at Picardy. We recognise that that decision is taken, and this TRO is not an opportunity to change it. However, and given the fact of the gyratory, we do have the following detailed comments and queries on parts of the TRO.	Refer to 1(a) above for response to Spokes’ representation
	b)	<p>(1) Spokes supports the proposed banned left turn into Broughton Street from York Place. This will give better priority to people crossing Broughton Street and reduce the current potential conflict between vehicles turning into Broughton Street and cyclists waiting in the ASL. However, we would like there to be a cycling exemption to this ban and we recognise that this should be done in a way that does not have a significant effect on pedestrian crossing times. <i>(Note: This is the amended paragraph referenced in MMcD’s email dated 18 December 2018 – see 3.1 below)</i></p>	<p>As identified in Spokes’ representation it would not be practical to provide dispensation for a left turn due to the negative impact on the pedestrian crossing times.</p> <p>Additionally, cyclists turning left during an active pedestrian phase would be unsafe, therefore again Spokes’ representation could not be adopted.</p> <p>Cyclists can use alternate routes to bypass the traffic lights at this junction.</p>
	c)	<p>(2) Spokes has had various discussions with Officers re facilities for cyclists from Leith Street to access the northbound cycleway to Leith Walk (outside the Omni Centre), since no access points have been provided on Leith Street itself.</p> <p>The TRO plans show a gap in the kerb between the cycleway on the south island and the ASL that would appear to provide access. There is also access shown to the West and East at the cycle crossing to the South of Little King Street.</p>	<p>The revised design was developed following detailed consultation with various stakeholders over a period of four months between September to December 2017. The design solution developed responded to this feedback, creating a balance between pedestrians, cyclists, trams and vehicles. The current design for Picardy Place was presented to and endorsed by the Transport and Environmental Committee on 25 January 2018.</p>

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		<p>These proposals are not considered to be suitable for cycling by all ages and abilities and Spokes would like to see ongoing consideration of alternatives and close monitoring of the facilities once operational.</p> <p>We would expect these facilities to be reviewed as part of the Transformation programme, together with consideration of a segregated cycleway between Calton Road and Waterloo Place.</p>	
	d)	(3) Spokes supports the proposal to make Cathedral Lane one-way North East to South West and requests that consideration is given to a cycling exemption	On review of the 'Edinburgh Street Design Guidance: Part C – Detailed design Manual Version V1.0 2019 the fact sheet C5 Contra Flow Cycling states on page 10:

			<p>Contraflow cycle lane with side streets</p> <p>Typical detail for general use. If the side road has a continuous footway, remove give way markings etc.</p> <p>DESIGN INFORMATION:</p> <ul style="list-style-type: none"> - CYCLE LANE 1.75 (1.5m – 2.0m MIN/MAX) - CYCLE LANE SHOULD INCREASE BY 0.5m AT JUNCTIONS - RED CHIPPING SURFACE FINISH TO CYCLE LANES - REPEATER SIGNS INTRODUCED WHERE APPROPRIATE <p>Cathedral lane is extremely narrow cobbled street, which means that a cycle lane of 1.5m would not be practical.</p> <p>In considering the Spokes Representation the fact sheet also states:</p> <p>‘very narrow streets down to 3m or less need not be excluded if they have a very low traffic volume’ (refer to pp 1)</p>
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			<p>It is acknowledged that the traffic volume will be low in this location but given that lane width reduces to 2.66m and is substantially enclosed by either high walls or fences it is not considered a safe solution to allow an exemption for cyclists. Therefore, Spokes' representation could not be adopted.</p> <p>There is an alternate route adjacent to Cathedral Lane which be used safely by cyclists.</p>
e)	<p>4. Spokes understands that the proposed works around the periphery of Picardy Place are already under construction and planned to be delivered early in 2019. We are concerned as to the extent to which the cycling provision will be usable at this time, and when the outstanding facilities on York Place, Picardy Place North and South islands, the link to London Road will be completed and the Leith Street cycleway opened.</p> <p>During the intervening time, we are concerned that cyclists may not be able to make a safe and convenient route through the area. Please advise as to the schedule of these further developments and the cycling provision pending their full completion.</p> <p>For example, prior to the connection to London Road, how will cyclists access and leave the Omni cycleway at the North-East end?</p>	<p>Spokes' concerns are acknowledged and addressed as the various works stages are implemented.</p> <p>In developing their Traffic Management (TM) measures during the phased construction of the new infrastructure in Picardy Place the Developer's contractor factors in the reasonable requirements of pedestrians, cyclists and motor vehicles.</p> <p>Their TM measures are regularly reviewed prior to implementation in the, Council chaired, fortnightly TMRP meetings. The contractor's works phases and the associated TM proposals are considered in detail, giving due regard to representations from the councillors, general public and local businesses.</p>	
f)	<p>(5) The points made in item 4 also apply to the availability of the crossings to the islands.</p>	<p>Refer to 2 (e) above</p>	

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3		Objector No 3 – Spokes - email dated 18 December 2019	
	a)	<p>Spokes would like to add a request for a cycling exemption to the left turn ban that could for example operate during a phase when traffic is not flowing into Broughton Street but pedestrians are held eg because of traffic flowing out of Broughton Street.</p> <p>I have amended our response below accordingly.</p>	Refer 2 (b) above as amended text included in original representation