

Transport and Environment Committee

10.00am, Thursday, 9 August 2018

Public Transport Priority Action Plan

Item number	7.2
Report number	
Executive/routine	Executive
Wards Citywide	
Council Commitments	19

Executive Summary

Scottish Transport Statistics 2017 indicate that bus and coach use in Scotland is falling, with a 10% reduction in journey numbers over the last five years. In comparison, within the City of Edinburgh Council area, bus continues to see a patronage increase and Edinburgh Trams are also experiencing annual passenger growth.

To continue to reverse this national trend against increasing congestion and population, this Council is pursuing a number of proposals and the purpose of this report is to update Committee on ongoing dialogue with public transport operators and the various measures that are being considered citywide to improve conditions for their passengers.

Public Transport Priority Action Plan

1. Recommendations

- 1.1 It is recommended that Committee:
 - 1.1.1 notes the contents of this report;
 - 1.1.2 notes that a further report will be submitted outlining longer term intervention measure to relieve congestion on the A90;
 - 1.1.3 notes that a further report will be submitted, listing bus lane locations where it is proposed that automatic camera enforcement be deployed;
 - 1.1.4 approves the recommendation of a desired spacing of 400 metres between bus stops and that existing corridors are reviewed to determine how this spacing can be achieved;
 - 1.1.5 approves the commencement of consultation to determine support to vary the Traffic Regulation Orders on existing bus gates on Marshall Street, Candlemaker Row and The Shore to exempt taxis from these restrictions;
 - 1.1.6 notes that automatic camera enforcement cannot currently be used to enforce with-flow tram bahns but the Council will engage with Transport Scotland to seek to add this to the list of traffic offences that can be enforced by camera;
 - 1.1.7 notes that funding is not currently available to expand the Hermiston and Ingliston Park and Ride Facilities, but that future expansion could be funded from a potential parking levy.
 - 1.1.8 notes actions related to Dalmeny Station Motion raised at Full Council in October 2017

2. Background

- 2.1 It is well documented that attractiveness of public transport is adversely affected by increased journey time and unreliability.
- 2.2 Council officers meet on a regular basis with tram, bus and taxi operators and at these meetings information has been gathered to list measures that could be taken to improve journey times, reliability and increase efficiency.

- 2.3 Between 2006 and 2018 Lothian Buses' journey times have increased by 12% during the peak periods and 14% inter-peak. Average speed across the network has reduced by 7.7%. A small proportion of this declining performance can be attributed to increased patronage, where Edinburgh has bucked a national trend of decline, but most is due to congestion.
- 2.4 This report lists areas that have been highlighted by public transport operators that require attention, provides a brief overview of further investigation work to be carried out and, where appropriate, details measures already identified that can be implemented to improve existing issues.

3. Main report

Bus

Bus Lane Operational Hours

- 3.1 On 1 November 2016, Committee approved a report which summarised the results of an 18 month trial of standardising bus lane times to peak hour only. The results of this trial were inconclusive and a decision was taken by Committee to make this trial permanent. Bus Operators were consulted on this recommendation and raised no objections to the proposal to standardise the operation times of with-flow bus lanes to peak hours only, but requested that the network be kept under review and that targeted enforcement should be implemented. Committee requested that an update would be submitted to the Transport and Environment Committee in January 2017 outlining the engagement undertaken with bus companies regarding the Bus Lane Network and related enforcement issues.
- 3.2 The outcome of this consultation with bus operators was outlined in the Business Bulletin submitted to Committee on 17 January 2017 and progress on the issues raised are summarised below from paragraph 3.3 through to 3.30.
- 3.3 Bus Operators preference would be a return to all day bus lanes and hours of operation should be standardised at 0700-1900 seven days a week. Many areas of the city, particularly on routes leading to retail parks, are busier at weekends than during the working week. Whilst this would be beneficial to public transport, the needs of businesses on the affected streets would need to be assessed. If the bus lane hours were extended, then typically the kerbside restrictions would match the bus lane times and that would remove all loading and unloading. Consideration would need to be given on what facilities could be provided to support businesses, whilst still providing increased priority for bus operators.
- 3.4 The current peak hours arrangement results in buses being delayed by queues that form outside these times, eg after 1300 on a Friday.

Bus Corridor Improvements

- 3.5 Much of Edinburgh's traffic on main arterial routes into the city originates from outside the Edinburgh boundary. Finding solutions to reduce traffic and ease congestion must involve a regional approach.
- 3.6 There is an opportunity to work collaboratively with the Edinburgh and South East Scotland City Deal Regional Transport Board (TAB), comprising all City Deal Local Authorities, Transport Scotland and SEStran. This will tie in with Transport Scotland's next Strategic Transport Project Review (STPR2). The aim will be to develop potential local and regional projects to improve travel choice for travel into Edinburgh, which prioritises public transport and active travel.
- 3.7 Measures identified as this work develops will be prioritised in conjunction with bus operators and available resource. Existing Transport budget allocation will allow delivery of some short-term measures. Others will need additional funding or allocation of budget in future years and an update will be submitted to Committee in October 2018.

A8

- 3.8 The A8 corridor from the west is recognised as a key route for public transport into Edinburgh. The route is likely to increase in importance as it serves new developments in West Lothian, the International Business Gateway and increasing demand at Edinburgh Airport, along with developments around Turnhouse and Maybury.
- 3.9 Through the West Edinburgh Transport Study (WETA) and interventions highlighted in the LDP, and funded through the City Region Deal and developer contributions; the Council is planning major interventions at Newbridge, Gogar Roundabout and Maybury Junction to address the expected increase in demand. Prioritising key public transport routes to serve existing and new developments will be key to the delivery of this strategy.

A90

- 3.10 The A90 is the main access route into Edinburgh from the north and it currently suffers from significant congestion and vehicle delays during peak periods.
- 3.11 To relieve this congestion and improve conditions for Public Transport, a study is required to collect data and to identify intervention measures to aid public transport movement along this corridor.
- 3.12 With ongoing housing expansion in West Lothian and Fife, this congestion is expected to increase. This study should, therefore, take account of future traffic resulting from these developments, as well as traffic growth anticipated from within Edinburgh.
- 3.13 Whilst these measures will be refined through this study, there is potential for some short term improvements through implementing more efficient traffic control at Blackhall, Drum Brae North and Barnton junctions.

- 3.14 Longer term measures that are being considered such as junction layout revisions and introducing new bus lanes, would require additional funding and Traffic Regulation Orders. Further information will be reported to Committee when this study has been completed.
- 3.15 A list of activities to be progressed and measures that could be implemented, providing more detail on the points mentioned above, can be found in Appendix 1.

Niddrie Mains Road

- 3.16 Niddrie Mains Road is a key public transport route that currently suffers significant congestion at peak times on weekdays and at weekends.
- 3.17 There has been significant redevelopment in the area and significant areas remain to be developed, including a new school.
- 3.18 The Locality team are leading a coordinated approach through involvement by all relevant parties. All aspects of the corridor are being considered, including: future developments, number and location of pedestrian crossings, number and location of bus stops, bus lanes and cycle lanes.

Bus Lane Enforcement

Automatic Enforcement

- 3.19 Queuing traffic in bus lanes causes significant delay to bus services. Bus lane enforcement is required to ensure correct behaviour by general traffic so that buses obtain unimpeded access to bus stops and quick progress through junctions.
- 3.20 There are ongoing discussions with bus operators to identify locations where more automatic camera enforcement should be deployed to improve the efficiency of bus lanes and a separate report will be submitted to Committee once the list of preferred locations has been finalised.

Parking Enforcement

- 3.21 Inappropriately parked vehicles cause unnecessary delay to public transport. A protocol has been agreed to allow operators to report issues that occur on a regular basis, those where an attendant is required to attend and also priority situations which require immediate action.

Local Plan Development Areas

- 3.22 Bus Operators have raised concerns about potential congestion that could arise from developments that are taking place around the Council boundary.
- 3.23 There is a clear link between new development and impact on the transport network. As part of the Local Development Plan preparation, a transport appraisal has been undertaken to understand the transport effects of the new strategic housing sites and to identify the transport interventions which are required to mitigate these.
- 3.24 Whilst mitigation measures will be implemented as part of the development of these new areas, there are also potential low cost measures that could be considered for corridors such as the A90 and Niddrie Mains Road. Engagement will continue with

bus operators to identify low cost measures that could be implemented to improve existing conditions on bus corridors.

Event Planning and Roadworks

- 3.25 On a monthly basis a three monthly look ahead calendar is issued by the Events Team listing all known events at that time. All bus operators for this Council area have been contacted to ask if they wish to be added to this consultation list.
- 3.26 A regular concern of bus operators is the number, duration and extent of roadworks. Due to festival embargos, numerous works often need to progress simultaneously. The Citywide Transport Management Group is the forum that is used to manage this process and this is attended by all the key stakeholders. It is a complex process to manage all these conflicting activities and this will continue to have an impact on roads, but this group will work together to minimise these impacts.

Bus Stop Rationalisation

- 3.27 Edinburgh has more bus stops than other comparable cities. Although this is partly due to its comprehensive bus network, the spacing between stops has reduced over many years as a result of new requests, changes to land use and existing stops seldom being removed or rationalised with new.
- 3.28 The effect of this is that buses require to slow down and stop often to pick up a few passengers and are unable to achieve a reasonable travelling speed between stops, thus extending journey times.
- 3.29 National guidance states that 400m is the optimum distance between bus stops, providing a reasonable balance of bus service efficiency and passenger accessibility. 20% of stops in Edinburgh are less than 200m from the previous stop, 40% between 200m and 300m and 20% between 300m and 400 metres.
- 3.30 Theoretical savings of at least 20 seconds per stop removed is supported by actual savings achieved elsewhere in UK where stops have been rationalised. This may not seem significant but a conservative review of the stops on the Service 16 route, for example, would produce a five minute reduction on end to end journey time. This would result in one less bus to operate the route and represents a significant saving to a bus operator.
- 3.31 It is important that as part of any rationalisation process that stop locations are reviewed. Many stop locations do not meet current desire lines or impede traffic flow because they now conflict with traffic signal operation.
- 3.32 The reduction in the numbers of bus stop will reduce journey times, improve bus reliability and patronage. Maintenance costs will be reduced, better use can be made of the kerb space and there will be reduced conflict with properties adjacent to stops.
- 3.33 There will, however, be bus users who are unhappy if their regular stop has to move and residents and businesses adjacent to a new stop location may object.

- 3.34 A rationalisation plan will be developed and consultation with local communities and elected members will be undertaken prior to progressing.

Tram

Tram Frequency

- 3.35 Since start of operations in May 2013, Edinburgh Trams has reduced the end to end journey time by seven minutes and introduced a 7.5 minute headway for the majority of their daily operations.

City Centre Traffic Signal Optimisation

- 3.36 In partnership with both Edinburgh Trams and Lothian Buses, the Council has reviewed traffic signal control for the on-street tram corridor to best optimise times for public transport and pedestrians, which is aligned with the 7.5 minute headway.
- 3.37 This signal strategy also allows Edinburgh trams to run additional trams during peak periods and during special events. These trams slot into the signal timings, without significant detriment to other road users, resulting in a headway of 3.75 minutes.
- 3.38 Bus journey times and reliability have also been improved. Lothian Buses has confirmed the positive effect on their services and having monitored the reliability of the signal operation, have now taken out time from their service timetables.

Tram Lane Enforcement

- 3.39 Vehicles illegally entering the tram only areas at the on-street Tram Stops to avoid queues, create issues with both congestion and damage to infrastructure. The platforms are set at 300mm above road height and the platform copes are often dislodged when scraped by vehicles. The platform track bed is not designed for heavy vehicle loadings and damage from vehicle overrun is evident at the stops on Princes Street and Shandwick Place.
- 3.40 Edinburgh Trams has raised these issues with the Council and has asked that the provision of automatic camera enforcement be investigated and implemented to enforce these areas.
- 3.41 Automatic camera enforcement for tram only areas is not currently permitted under existing legislation but the council will approach Transport Scotland to seek amendment and allow this to be implemented.
- 3.42 A protocol has also been set up for Edinburgh Trams to target kerbside parking which also obstructs their services. This protocol allows them to report issues that occur on a regular basis, those where an attendant is required to attend and emergency situations which require immediate action.

Increasing Patronage

- 3.43 Edinburgh Tram is continuing to develop prepaid options for purchasing tickets for daily travel or in conjunction with special events to promote the use of tram. Contactless payment has also been installed at all Ticket Vending Machines on the system.

Taxi

Taxi Stance Audit

- 3.44 An audit is to be carried out on taxi ranks within the city to assess their condition, if the location is still appropriate and try and identify new locations where ranks may be appropriate.
- 3.45 As part of the audit of taxi stances, the nature and condition of signs and road markings will be assessed to ensure a consistent standard. The associated regulations for each stance will also be reviewed and renewed as necessary.

Exemption from bus gates

- 3.46 Representatives from taxi groups have requested that they are permitted to use the bus gates on Marshall Street, Candlemaker Row and The Shore, where they are currently excluded. This would assist them in travelling around the city, in particular during special events.
- 3.47 Consultation with relevant parties such as the taxi trade, public transport operators, communities and local members will be held to determine support for any amendment to the existing restrictions. It is likely that a future report will be presented to Committee with findings and recommendations for consideration.

Coach

Coach Stances

- 3.48 The existing coach stances in the city centre are struggling to cope with the increasing demand for coach tours and the bus station is near capacity during the morning peak, when the majority of tours depart.
- 3.49 The busiest tour departure area is Waterloo Place. The level of demand there is greater than the currently provided kerb space and there are often conflicts between coaches and local registered bus services.
- 3.50 With no available space at Waterloo Place and reduced provision on Regent Road, coach operators make use of any available kerb space in the city centre. This causes congestion and disrupts bus services.
- 3.51 A strategic review and subsequent Coach Strategy is required within the city to identify additional areas that would be suitable for tour departures and provide guidance to coach operators. This review will also consider if there are opportunities to encourage tour operators to leave from transport hubs such as Edinburgh Gateway, with passengers offered a connecting ticket as part of their tour. A report will be submitted to Committee on the outcome of this review.

Park and Ride Facilities

Capacity of Existing Facilities

- 3.52 Park and Rides have been growing in popularity with an increase seen both at Hermiston and Ingliston over the last few years. Ingliston has experienced the most growth, particularly since tram operation but the 1,080 space car park is now frequently full. This limits tram patronage and results in more cars travelling into the city.

- 3.53 There is land available at both Hermiston and Ingliston to increase capacity but currently no funding has been identified for this expansion.
- 3.54 Monitoring of Ingliston has identified additional demand coming from nearby businesses, as parking is provided at no cost. The Royal Bank of Scotland office at Gogar appears to be associated with around 300 daily vehicles. Monitoring has also shown that recently the car park is full most week days by around 0930, which can then lead to parking on kerbs and footways and the road leading into the site.
- 3.55 To attempt to resolve this parking problem, the road markings in Ingliston are to be reviewed for both enforcement and to create some additional capacity.
- 3.56 Even with the possibility of expanding Ingliston, the further demand created if the tram route is extended, the natural growth of the city and expansion of business and homes near to the site will create more pressure on space. To manage the spaces in Ingliston, consideration may need to be given to charging a fee to park in this facility which could be linked in part payment to onward travel. Any revenue raised from this could then be used to manage and fund the expansion of this facility. A feasibility report on this would need to be commissioned and the outcome of this would be reported to Committee at a later date.
- 3.57 Lothian Buses has highlighted issues relating to overspill parking at Ingliston on adjacent roads, particularly during events at Ingliston Showground and request greater enforcement of parking restrictions.
- 3.58 Lothian Buses also raise concerns relating to increasing levels of unofficial Park and Ride, where cars are parked in streets around the city on the periphery of Controlled Parking Zones. These cars narrow and constrict streets that are also bus routes and cause delay to services. Opportunities to prohibit parking at select locations to allow buses and large vehicles to pass each other should be investigated.

Dalmeny Train Station

- 3.59 Dalmeny Train Station car park has experienced a significant increase in demand in recent years, associated with population growth in Queensferry and Kirkliston. Scotrail has confirmed that passenger numbers at the station have increased by 50% in the last five years.
- 3.60 The neighbouring housing development of the old industrial site has provided an additional 60 spaces but also substantially increased demand. The additional spaces are not clearly defined and it is suggested that new residents identify these spaces as solely residential parking.
- 3.61 Overspill parking affects the residential streets adjacent to the car park, resulting in inconsiderate parking, either causing obstruction close to junctions, or on bends, or utilising spaces provided for residents.
- 3.62 A recent survey carried out by Council officers has confirmed that the car park is full before 9am most weekdays. Many users are originating from the local area but the majority of commuters who were willing to confirm their origin were from Kirkliston.

- 3.63 Local residents have raised concerns relating to both inconsiderate parking and inappropriate speed of traffic entering, leaving and passing the area.
- 3.64 The Locality Team is currently investigating the introduction of yellow lines at locations where parking is dangerous or inappropriate. An additional parking measure that could be worthy of further exploration is the introduction of a Controlled Parking Zone.
- 3.65 Public Transport improvements from Kirkliston will be investigated through the new Bus Framework Contract, including a potential bus service link to Dalmeny Station. There is currently a frequent bus service to the city centre but overall journey time and service reliability due to congestion may be limiting its attractiveness. Expansion of Ingliston Park and Ride and continued improvement on tram journey time and reliability may also alleviate pressure on Dalmeny.
- 3.66 There is no Council land available for car park expansion at Dalmeny. The existing site is managed by Scotrail and is constrained between the residential area and the rail line. To expand the provision, either a nearby field would need to be identified and purchased, or multi-storey construction progressed at the existing site.
- 3.67 Any expansion in parking provision will have the consequence of increasing demand and bring with it the associated detriment of increased traffic, including reduced air quality, noise and inappropriate driving.
- 3.68 Communication with Scotrail has confirmed no plans to improve parking provision, although given the site constraints, it is not clear what they can do. They have confirmed that a timetable recast and improved train capacity will be forthcoming in the next year. This, however, is likely to further increase demand on the car park.
- 3.69 Cycle racks have been provided at the station but provision could be increased and improved with secure locker provision. Possible provision and installation options will be investigated and discussed with Scotrail.
- 3.70 Walking and cycling infrastructure providing links from the station to the surrounding area will be reviewed and provision will be an integral part of all new developments in the area.
- 3.71 Strategic A90 study previously mentioned will include rail improvements and cross boundary demand. Dalmeny station and the overspill parking problems will be considered further as part of this work.

Road Space Management

- 3.72 The Council is undertaking a review of traffic in the city centre through the City Centre Transformation project. The project team are developing high level options for a re-prioritising of the space in the historic centre and the delivery of a bus network suitable for 21st century.
- 3.73 Outcomes and options from the City Centre Transformation project will be presented for the consideration of the Committee in due course.

4. Measures of success

- 4.1 The continual increase in public transport journeys within the city boundary.

5. Financial impact

- 5.1 The financial implications associated with the measures listed in this report will be separately reported to Committee when the feasibility and design for each intervention has been sufficiently completed.
- 5.2 It should be noted at this stage that improving journey times and journey time reliability for public transport will benefit the city and public transport operators. The economic impact is difficult to quantify but certainly significant.

6. Risk, policy, compliance and governance impact

- 6.1 There are not expected to be any health and safety, governance or compliance implications arising from the proposals set out in the report.

7. Equalities impact

- 7.1 There are no negative impacts on protected groups resulting from any measures identified and implemented as a result of work detailed in this report.

8. Sustainability impact

- 8.1 The proposed intervention measures listed in this report will reduce carbon emissions because the design promotes the use of public transport and active travel.
- 8.2 The proposals will increase the city's resilience to climate change impacts by promoting the sustainable forms of transport.

9. Consultation and engagement

- 9.1 Council officials meet on a regular basis with tram, bus and taxi operators and will continue to discuss appropriate measures that could be taken to improve conditions and to increase efficiency.

10. Background reading/external references

- 10.1 Detailed comments received from Lothian Buses on measure that could be implemented to improve their journey times and reliability.

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11. Appendices

Appendix 1 – A90 Corridor

Appendix 1 – A90 Corridor

Overall Objective

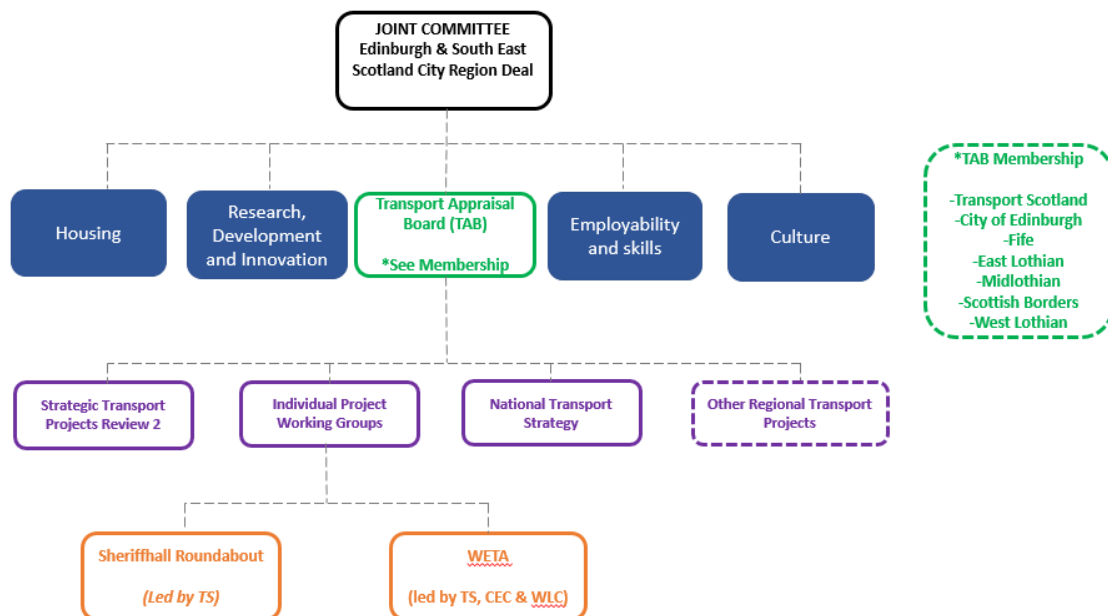
To decrease journey times and improve reliability (particularly in relation to bus journeys) on the A90 between Edinburgh City and the wider area.

Background

The A90 is one of the main radial routes to Edinburgh city centre and forms the major access route to the city from the River Forth valley and the north. The route currently suffers from serious congestion and vehicle delays during peak periods.

A need has arisen to improve traffic flow on the A90 corridor between Edinburgh and the wider area. A study is required to identify intervention measures to aid public transport movement along this corridor, without creating detriment to general traffic. Much of the traffic using the A90 originates from outside Edinburgh, from West Lothian, Fife and beyond. This traffic is anticipated to increase as more development is constructed in these areas. This study should take full account of additional future traffic resulting from these developments, as well as traffic growth anticipated from within Edinburgh.

There is an opportunity to work collaboratively with the Edinburgh and South East Scotland City Deal regional Transport Appraisal Board (TAB), to consult on potential local and strategic projects, such as this A90 Corridor Study.



Activity	Task
Inception/Data Gathering	<ul style="list-style-type: none"> • Confirm boundary of study area to include specific junctions and routes to consider. • Establish communication lines between City of Edinburgh Council (CEC) TAB and other stakeholders. • Establish and meet with any other consultees relevant to the study, including Lothian buses and Scotrail. • Gather baseline information from consultees.
Existing Data Review	<ul style="list-style-type: none"> • Review existing bus provision in the study area, including any existing bus priority measures. • Review existing journey time data available. • Review existing traffic count data, including data gathered by SEPA in 2016, and annual Dft traffic counts. • Review existing Jacobs modelling data. • Review the Community Council Barnton report • Review accident and speed data. • Review the LTS and other CEC policies to ensure alignment. • Review Local Development Plan and Action Programme to establish potential new developments within Edinburgh which may add to existing pressures.
Conduct Surveys	<ul style="list-style-type: none"> • Conduct Origin Destination surveys on key routes • Conduct junction turning count surveys at key junctions • Conduct journey time surveys on key routes (with particular reference to bus journeys). • Tie in with Kirkliston Traffic study, Origin Destination surveys planned on this route, with potential scope to expand the ANPR survey to minimise overall costs.
Consider measures and solutions (preliminary list summarised below)*	<ul style="list-style-type: none"> • Consider measures ranging from short term interventions to more strategic actions or projects. • Due to limited options to increase capacity of the A90 within the Edinburgh city boundary, focus should be on soft measures to encouraging mode shift away from private car to public transport and active travel modes. • Account to be taken of any planned improvements already being considered by CEC.
Refine options	<ul style="list-style-type: none"> • Refine and prioritise options considered best value to contribute towards the objectives of the study.
Detailed option appraisal	<ul style="list-style-type: none"> • Analyse shortlisted options using modelling software, with particular consideration to future planning developments in the CEC, West Lothian and Fife areas. • Carry out cost benefit analysis.
Produce report	<ul style="list-style-type: none"> • Produce report summarising findings and detailing recommended options and associated costs.

*Short Term Measures

- Introduce SCOOT control on Barnton and Drumbrae North junctions

- Repair existing SCOOT infrastructure
- Introduce Gating for SCOOT at Blackhall junction to attenuate outbound traffic flow in the PM peak
- Upgrade of traffic signals at Blackhall (including bus lane extension)

Medium to Long Term Measures

- Reintroduction of bus lane to Dolphington onslip
- Enhance walking and cycling routes, particularly at junction hotspots
- Cross boundary cycle network improvements
- Enhancement of existing and consideration of new park and ride sites
- Improve transport interchanges
- Re-design of Barnton junction
- Implement electric vehicle infrastructure
- Provision of bus priority measures along the A90 from Fife to Edinburgh, including consideration of bus lanes
- Changing directional sign to direct traffic to Queensferry Crossing via Hermiston Gate/Newbridge, not Barnton
- Consider upgrading VMS provision and strategy
- Increase train frequency and capacity
- Increase parking at rail stations
- Improve rail interchanges
- Improve bus waiting facilities
- Major junction modifications