

# Transport and Environment Committee

10.00am, Thursday, 18 August 2022

## Active Travel Measures – Travelling Safely Update

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| Executive/routine<br>Wards<br>Council Commitments | Executive<br>All<br>16, 18 |
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### 1. Recommendations

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- 1.1 Transport and Environment Committee is asked to:
  - 1.1.1 Note the project background and updates included in this report;
  - 1.1.2 Note the feedback received during the recent public engagement relating to the proposed ETROs in Appendix 1;
  - 1.1.3 Approve the recommendations in Appendix 2 to make ETROs for the proposed 18-month scheme trials; and
  - 1.1.4 Note feedback from stakeholders following the public engagement in Appendix 3.

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## Active Travel Measures – Travelling Safely Update

### 2. Executive Summary

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- 2.1 This report provides an update on the Travelling Safely programme and includes details of the recent non-statutory engagement undertaken for the proposed introduction of Experimental Traffic Regulation Orders (ETROs) over an 18-month trial period and makes recommendations for scheme trials. The report also provides a summary of the proposed monitoring and evaluation programme due to commence during the statutory six-month consultation period.

### 3. Background

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- 3.1 In 2020 and 2021, the Council introduced a series of measures across the city in response to the public health emergency (Coronavirus (COVID-19)). The Transport and Environment Committee has been regularly updated on progress with implementation and proposals for scheme retention.

#### Approved Motion

- 3.2 On [11 November 2021](#), Committee considered proposals for active travel measures, under a programme called Travelling Safely, to revise various schemes and agreed the route to use ETROs for an 18-month trial period.
- 3.3 The approved Motion agreed to:
- 3.3.1 Note the updates in the report.
  - 3.3.2 To consider feedback received on the Comiston Road and Braid Road schemes and agreed:
    - 3.3.2.1 To implement Option 2 for Braid Road as per officers' recommendations, however further noted the staged implementation of the improvements to Braidburn Terrace, 'Braidburn Valley Park to Hermitage of Braid', including the toucan crossing on Braid Road. To agree that to support residents to continue walking, wheeling and cycling, Braid Road should not be opened to traffic in both directions until the toucan crossing was operational.
    - 3.3.2.2 To alter the measures on Comiston Road as per officers' recommendations, however retaining the maximum amount of

‘cycle lane defenders’ and to provide a full-time bus lane with double yellow lines, in order to prioritise bus and bike users as per the sustainable transport hierarchy.

- 3.3.3 To note the outcome of the review of disabled parking measures at the Arboretum Road crossing point in paragraph 4.3.6 and 4.3.7 of the report.
- 3.3.4 To note and to approve the approach described in paragraph 5.4 of the consultation, advertising and making of ETROs for Travelling Safely measures.
- 3.3.5 To recognise that a complete Active Travel Network was necessary for safe journeys for those who chose to travel by bike in the city and that the reintroduction of alternative road features such as loading facilities could effectively reduce the safety aspects of an active travel network and impact on its continuity and potentially on levels of use.
- 3.3.6 To request a particular focus from officers to monitor the impact of the proposed changes to the active travel and public transport environment across the area that includes Braid Road and Comiston Road and to report back to the Transport and Environment Committee within one year.

#### **ETRO Measures**

- 3.4 The purpose of an ETRO is to introduce waiting restrictions (yellow lines) or prohibitions (kerb markings or road closures etc) that are required to create pedestrian areas or restrict parking adjacent to segregated cycle schemes.

#### **Process to Engagement**

- 3.5 When Committee met in November 2021, it was anticipated that the design of the TRO drawings, and documents and the first stage consultation and (non-statutory) public engagement, would take two to three months.
- 3.6 However, due to the complexity and quantity of drawings, schedules and adverts it has taken considerably longer to prepare and check the draft ETRO documents required.
- 3.7 In addition, at the end of November 2021, the regulations changed that allow authorities to advertise, notify, make ETROs and undertake a formal six-month consultation period.
- 3.8 In November and December 2021, statutory consultees were contacted with outline information regarding the proposed trial. During this consultation statutory organisations, Ward Councillors and Community Councils were approached directly.
- 3.9 21 comments were received, 10 noting opposition, 10 with queries and 1 note of support (objections were not sought during this phase).
- 3.10 While the new regulations do not require public advertising or engagement on ETROs, to honour the commitment made by Committee in November 2021, a non-statutory public engagement was undertaken for three weeks, from 10 June 2022,

to seek comments on the proposed restrictions and prohibitions described in the draft ETROs.

- 3.11 The advertising process followed the same process adopted for formal Traffic Regulation Orders including an advert in a national newspaper, the provision of plans showing the proposed restrictions and prohibitions and copies of the draft ETRO schedules. Individuals or organisations were asked to respond directly to a dedicated email address. In addition, a notification email was sent to the bodies normally consulted as part of the TRO statutory process, to Councillors, Community Councils and to key stakeholders.
- 3.12 The purpose of the engagement was to gather information, by scheme where possible, to consider the impact of such schemes and allow for the identification of any technical issues which may not have been foreseen in the making of plans. This would allow identification of any further revisions from current TROs to the proposed ETROs, and associated measures.

## **4. Main report**

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### **Travelling Safely Programme Update**

- 4.1 As noted in the background section above, Committee considered a series of recommendations from officers on active travel measures under the Travelling Safely programme. Some further amendments were also requested by Committee.
- 4.2 The recommendations and amendments included introducing several revisions to existing Travelling Safely projects.
- 4.3 Schemes where members requested changes are summarised below. Some of these changes (noted below) have been implemented prior to the ETRO, others are proposed within the ETROs:

#### ***Comiston Road***

- 4.3.1 Removal of loading prohibitions throughout the scheme (except at junctions) to make deliveries easier and allow residents easier access for picking up or dropping off passengers.
- 4.3.2 The northbound cycleway located on the approach to Comiston Springs Avenue was proposed to be replaced with a 24-hour Bus Lane to improve public transport journey times on the corridor. This is now no longer proposed to be implemented as, with reopening of Braid Rd, queuing is expected to reduce on Comiston Rd.

#### ***Lanark Road***

- 4.3.3 Changes to the on-street parking arrangement were undertaken in May 2022, adjacent to the Dovecot Park area. Floating parking spaces have been relocated from the north to the south side of the road to minimise conflict between cyclists travelling down the hill and pedestrians.

#### ***Braid Road***

4.3.4 It was agreed to open Braid Road in both directions and to introduce a modal filter immediately north of the Braidburn Terrace junction. The installation of a temporary pedestrian crossing of Braid Road near Braidburn Terrace was also approved.

4.3.5 For information, the proposed permanent works on Braidburn Terrace and the Braid Road junction are due to commence in Autumn/Winter 2022. Should the ETRO trial be approved, it is planned to reopen Braid Road south of Braidburn Terrace, install the new junction layout with temporary infrastructure and a modal filter in advance of the permanent works. The phasing of the public realm project is still to be defined; however, it is expected the contractor would complete the Braidburn Terrace section first, then move on to construct the new junction and crossing points.

#### ***Arboretum Road crossing point***

4.3.6 In recognition of comments received from a disabled visitor and other key stakeholders', various revisions have been considered to improve the provision of disabled parking at the Arboretum Road crossing point.

4.3.7 Following a review of design options, an independent road safety audit was undertaken to consider the most appropriate layout. Changes to improve the current layout and introduce four additional disabled spaces, in the circular area, were completed in July 2022.

#### ***Longstone Road***

4.3.8 Officers undertook a local engagement exercise to consider how parking availability could be improved for residents on Longstone Road. Due to the presence of long-term parking, officers plan to introduce short part-time restrictions as part of the proposed ETRO process to stop all-day occupation of the parking spaces and improve availability for residents.

### **Public Engagement Results and Analysis**

4.4 Following the engagement in June 2022, the results have been reviewed. Comments and themes are reported and summarised in Appendix 1.

4.5 During the three-week engagement period 1,230 responses were received noting over 1,700 comments.

4.6 From the analysis the following generic representations were received, which were not technical in nature and simply supported or opposed the principles of ETROs for the intended purposes:

4.6.1 Objections to all schemes 22

4.6.2 Support for all schemes 15

4.7 The total number of objections, support, comments and queries (including generic representations) is summarised as:

4.7.1 Objections to identified schemes 702

4.7.2 Support to identified schemes 303

4.8 As part of the ETRO process, the proposed schemes were batched into five areas: the City Centre and the four points of the compass.

4.9 The analysis shows that representation was received from the following areas:

| <b>ETRO Area</b> | <b>Number of responses</b><br>(individuals/ organisations) | <b>Number of comments</b><br>(total number of comments in that area) |
|------------------|------------------------------------------------------------|----------------------------------------------------------------------|
| City Centre      | 13                                                         | 28                                                                   |
| North area       | 39                                                         | 56                                                                   |
| East area        | 64                                                         | 102                                                                  |
| South area       | 689                                                        | 1,156                                                                |
| West area        | 280                                                        | 406                                                                  |
| Unspecified      | 40                                                         |                                                                      |

4.10 In general terms, the objections and concerns received principally related to congestion, safety issues, cycling and cycle lane comments, pollution, accessibility, and parking. The ETRO's proposed for many schemes reduce the level of restriction to allow for more loading or disabled parking (through the removal of kerb 'blip' markings).

4.11 It is worth noting that a relatively large number of supportive comments were received during the engagement period. These comments generally related to how the current cycle lanes have made people feel safer, when travelling on-road, and have encouraged people to cycle more often. Some comments noted that parents now travel by bike with their children to school and on local journeys.

4.12 The majority of comments related to 10 schemes (in ranked order): Braid Road; Meadows to Greenbank Quiet Route; Comiston Road; Silverknowes Road (North and South); Lanark Road; Queensferry Road; Duddingston Road; Drumbrae North; Mayfield Road; and Craigmillar Park.

4.13 Within the City Centre, the proposed pedestrian priority areas attracted comments relating to access and parking for both residents, business deliveries and equality access for disabled drivers.

4.14 Feedback received from Lothian Buses, notes the following:

4.14.1 Disappointed that the ETRO proposals only show the loading and waiting restrictions that apply under the ETRO. Lothian Buses believe that indicative drawings showing cycle segregation/physical distancing measures would have provided a clearer understanding of the whole project and what will physically remain on the ground.

- 4.14.2 With traffic levels having returned to a level similar to pre 2019, yet with bus passenger recovery remaining under 80%, Lothian Buses would like to see the remaining Travelling Safely schemes reviewed to take into account increased bus journey times. Lothian Buses remain open to discussing these issues with council officers.
  - 4.14.3 With regard to specific restrictions as discussed with council officers Lothian Buses continue to oppose the closure of Waverley Bridge (ERTO/21/26) to vehicular traffic.
  - 4.14.4 The introduction of bus stop lay-bys has increased the time a bus takes to depart a stop and re-join traffic flow, for example on Crewe Road South, Ferry Road, Minto Street to Craigmillar Park, Old Dalkeith Road. Officers are currently in discussion with representatives from Lothian Buses to see if revised layouts at bus stops could mitigate the issue described.
  - 4.14.5 Lothian Bus drivers have also observed a reduction in vehicle speeds in areas where segregation measures are present. Their feedback has noted increased scheduled journey times, between one and two minutes, on routes between - Crewe Toll to Dean Bridge, Cameron Toll to the Royal Infirmary Edinburgh (RIE) and Ferry Road. As above, officers will continue to liaise with Lothian Buses to see establish journey time data and consider what mitigation may be appropriate.
- 4.15 Specific feedback from stakeholders has been extracted from the engagement responses and included in Appendix 3.

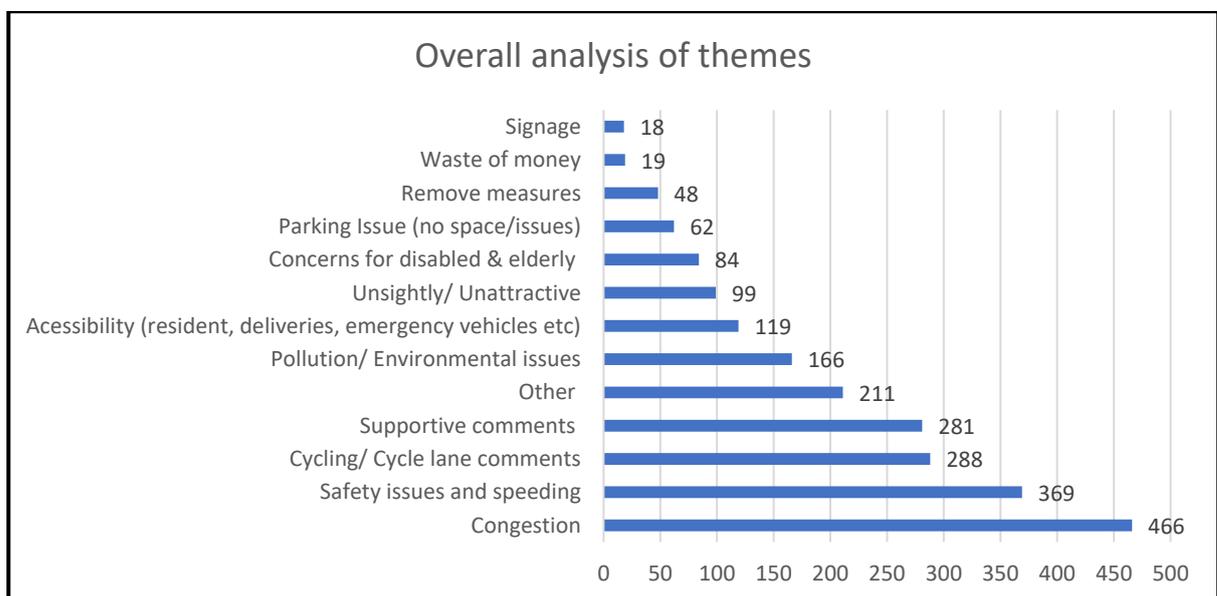
#### **Deputation to Committee**

- 4.16 A written deputation from Keep Morningside Moving was submitted to the Committee for consideration at its meeting on 31 March 2022. The Convener ruled that this deputation be accepted in terms of Standing Order 12.3 as it did not relate to an item on the agenda for this meeting.
- 4.17 Keep Morningside Moving requested that an item be included in the next Committee meeting at which councillors discuss the 24-hour modal filters on Whitehouse Loan, which were installed as part the Quiet Corridor - Meadows / Greenbank scheme (ETRO S6). They contended that this was contrary to the wishes of local residents, who support such a ban only at the start and end of the school day, and that it is lobby groups who support the ban.
- 4.18 As set out in Appendix 2, it is recommended that the Council continues with the trial under ETRO S6 and engages with the local community during the monitoring and evaluation and 6-month consultation period to better understand scheme success, future decisions and layout.

#### **Recommendations for the Proposed 18-Month Trial**

- 4.19 During the analysis of the public engagement, individual comments have been sorted, where possible, by scheme and then by theme.

- 4.20 During a formal Traffic Order Public Advertising exercise only representations that specifically relate to the proposed restrictions and prohibitions are considered. However, due to the non-statutory nature of this engagement, broader comments relating to accessibility, equalities, road safety and displaced traffic have been included.
- 4.21 All recommendations have been related to the approved Transport Hierarchy, the City Mobility Plan and the Edinburgh City Centre Transformation proposals in the context of providing safe infrastructure for pedestrians and cyclists. In addition, cognisance has been taken of the Committee decision of 11 November 2021, particularly in relation to recognising that a complete Active Travel Network is necessary for safe journeys as set out in paragraph 3.3.5.
- 4.22 In considering the comments made there has also been a focus on safety critical and equality issues that may have an impact during the life span of the current schemes.
- 4.23 Details of the overall analysis by theme is shown in the graph below. In general terms the most notable comments relate to congestion, safety issues (including speeding), comments relating to cycling or the existing cycle lanes and pollution or environmental considerations (considering both traffic diversions/congestion or the current environmental emergency). In response to the number of comments relating to congestion the detailed engagement response report (Appendix 1) has identified which particular schemes congestion is noted as a significant issue.



- 4.24 The current scheme list, details of the proposed trial measures, a summary of the proposed recommendations and appropriate mitigations are detailed in Appendix 2. The recommendations also note where officers recommend an immediate change under the ETRO process.
- 4.25 Should ETRO trials be approved, it would give officers more time to consider the broad range of comments received and reflect on these in the context of scheme success, or otherwise, during the period the experimental order is in place. As

required by the ETRO regulations, individuals or organisation would be able to raise relevant objections during the initial six-month period.

### **Monitoring and Evaluation Plan**

- 4.26 A monitoring and evaluation plan has been developed to assess and consider the success, or otherwise, of schemes approved under the proposed trial. The monitoring programme will gather data to allow considered assessment and will help to inform any recommendations made on the post-trial future of schemes.
- 4.27 The monitoring and evaluation plan will include the following:
- 4.27.1 Mobility Counts - as far as possible user counts will be carried out on each scheme, using a nearby/ relevant automatic counter to “normalise” the data. This ‘normalisation’ process will allow officers to take account of variation due to other factors such as weather conditions. In most cases, due to the emergency nature of the initial installation of the Travelling Safely schemes, ‘before’ baseline data is not available. However, counts are likely to be useful to evidence absolute use of facilities so that this can be considered alongside other factors, including any suggested problems or issues associated with the infrastructure’s presence.
- 4.27.2 Market Research - likely to be focus groups to allow for in-depth conversations, to be undertaken examining:
- How the measures are influencing people’s views/ feelings of safety or otherwise whilst cycling/walking/wheeling;
  - Impacts on residents and businesses of the streets concerned; and
  - Impacts on disabled people.
- 4.27.3 On-street user experience surveys - based on best practice used by Transport Scotland whilst developing guidance on street design, this method involves accompanying a street-user through the streetscape environment to understand how the infrastructure affects them. This method will be used to engage with representatives of different street user groups who have expressed concern via the Edinburgh Access Panel.
- 4.27.4 Monitoring traffic patterns, congestion and journey time impacts - this will focus on bus journey times at locations where public transport operators have expressed some concern about impacts and will be undertaken using bus operator journey time data. If further data on congestion levels amongst general traffic are required, this information will be sought from google analytics.

### **School Measures**

- 4.28 The measures previously installed on public health grounds, to create more space for young people, parents and carers were split from the Traveling Safely Programme at the end of 2021 and included in the broader School Travel Plan Review.

- 4.29 An update on the School Travel Plan Review is included in the Business Bulletin for this Committee, with a further report due to be considered by Committee in October 2022.

### **Temporary Speed limits**

- 4.30 Unfortunately, changes to the existing city Speed Limit Traffic Orders cannot be made by ETRO. If Committee approves the proposed trials outlined in Appendix 2, those which currently have temporary changes to the existing speed limits, will be progressed separately on an individual basis.
- 4.31 Should the transition from Temporary Traffic Regulation Order (TTRO) to ETRO be approved, temporary speed limits may need to be removed and reverted to existing arrangements. The schemes affected include Queensferry Road (near Stewarts Melville) and Slateford Road (west of the existing 20mph boundary). Although it is not desirable to increase the speed limits on these schemes, the retention of cycle segregation would continue to provide protection to vulnerable road users.
- 4.32 Permanent speed limit changes have already been approved on Comiston Road and Lanark Road (40mph to 30mph). The start dates for these Speed Limit Orders will be considered when the scope of the Travelling Safely Programme is known. It may be possible to split the proposed Speed Limit Order to allow early introduction of reduced speed limits (signage etc) on these two schemes.

## **5. Next Steps**

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### **Next Steps - ETROs**

- 5.1 Following Committee's consideration of the recommendations set out in Appendix 2, for measures which are approved to progress to trial ETROs the details will be checked, and subject to a minimum seven-day Public Notification period, the Orders will be made. In some cases, the ETRO plans may need to be refined prior to checking, notification and implementation.
- 5.2 Officers will seek to effect the transition from TTRO to ETRO quickly. A number of temporary orders are due to expire in the months ahead, although, at the time of writing this report it is still deemed appropriate to use a public health justification for the renewal of TTROs.
- 5.3 Following the introduction of the ETRO, a formal six-month consultation period will commence. During this period individuals or organisations can make representations regarding the trial and all feedback will be considered throughout the consultation period.
- 5.4 The results of the statutory consultation, alongside the outputs of the monitoring and evaluation plan and any objection or support received during the initial six-month period will be reported to Committee for consideration prior to a final decision being taken on whether to retain schemes on a permanent basis.
- 5.5 The transition from ETRO to permanent Traffic Regulation Order (TROs) is described in the new regulations. The key change is that the transition does not involve any separate advertisement or objection period for the making of the

permanent order, rather objections and representations made during the initial six months of ETRO operation require to be taken into consideration in the same way that it would if a TRO was advertised.

- 5.6 Should schemes be considered for retention, future funding and changes to infrastructure may be appropriate for longer-term road layouts. The scope and programme of any such retention would be considered at a future Committee meeting.

## **6. Financial impact**

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- 6.1 Sustrans agreed to carry over unclaimed funds (£450,000) from the 2021/22 grant allocation until 31 August 2022. This carry over was agreed to complete the grant claim for works undertaken in 2021/22, develop the ETRO plans and documents, undertake the public engagement and continue to inspect, manage and maintain the current Traveling Safely infrastructure up to 31 August 2022.
- 6.2 A further funding application was submitted to Sustrans in February 2022 and updated in June and July, to support the proposed transition from public health response to active travel trial in 2022/23. The £660,000 funding package would support the transition for ETRO trials, including defined scheme modifications and undertaking monitoring and evaluation.
- 6.3 Sustrans funding was not available for removal of schemes and reinstatement of previous road layouts. Therefore any such costs will require re-prioritisation of spend from the Council's transport capital programme, with potential to bring funding forward from future Financial Years. The estimated cost of removing and reinstating all current schemes is just over £1m.

## **7. Stakeholder/Community Impact**

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- 7.1 As previously agreed by Committee, officers have undertaken a public engagement exercise, in line with the traditional methods used for traffic order engagement. On 9 June 2022, a briefing was sent to an extensive list of statutory consultees, Ward Councillors, Community Councils and other key stakeholders.
- 7.2 The public engagement exercise recently undertaken is over and above what is required by the current regulations and was carried out as a previous commitment had been given by committee to engage prior to the making of any ETROs. Should trial schemes be approved, a statutory six-month consultation period is required once each ETRO commences.
- 7.3 The monitoring and evaluation plan has been developed to capture stakeholder and community impact during the consultation period noted above and will be presented to a future meeting of this, or a successor, Committee.

## **8. Background reading/external references**

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- 8.1 Regular updates on Spaces for People Measures were presented to [Policy and Sustainability Committee](#) and [Transport and Environment Committee](#) between May 2020 and November 2021.

## **9. Appendices**

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- 9.1 Appendix 1 – Results from the Non-statutory engagement.
- 9.3 Appendix 2 – Scheme Recommendations.
- 9.4 Appendix 3 – Stakeholder engagement comments.