

# Transport and Environment Committee

10am, Tuesday, 26 August 2014

## Post Tram City Centre Review – West End

Item number	7.3
Report number	
Executive/routine	
Wards	11 – City Centre

### Executive summary

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The purpose of this report is to report back on a deputation made by the West End Association to the Transport and Environment Committee of 18 March 2014. The report considers options to improve road traffic accessibility to the West End from the south of the city and presents the results of a parking occupancy survey undertaken in the West End area during May 2014.

### Links

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Coalition pledges	<a href="#">P18</a> , <a href="#">P47</a>
Council outcomes	<a href="#">CO9</a> , <a href="#">CO22</a>
Single Outcome Agreement	<a href="#">SO1</a> , <a href="#">SO4</a>

## Post Tram City Centre Review – West End

### Recommendations

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- 1.1 It is recommended that the Transport and Environment Committee:
  - 1.1.1 agrees to the proposal to amend the existing Traffic Regulation Order (TRO), to permit all traffic to travel westbound from Hope Street to Queensferry Street, and initiate the statutory process to do so;
  - 1.1.2 agrees to suspend the current Temporary Traffic Regulation Order (TTRO) on Hope Street, which limits westbound access from Hope Street to Queensferry Street to buses only;
  - 1.1.3 notes that at the point the proposed amendment to the TRO is made, that a pedestrian crossing is to be included within the revised signal design and that supporting signage on South Charlotte Street, Charlotte Square and Hope Street will be required;
  - 1.1.4 notes the ongoing monitoring of traffic operations in the broader city centre area in line with the recommendations of the report presented to the Transport and Environment Committee on 18 March 2014, and
  - 1.1.5 notes the results of the parking occupancy and duration surveys conducted within the west end during April and May 2014.
  - 1.1.6 agrees to implement a change in the priority of Young Street from the eastbound to westbound direction as an amendment to the George Street Experimental Traffic Regulation Order (ETRO). This would mean that no access to Young Street would be available from North Charlotte Street.
  - 1.1.7 agrees to investigate the option to introduce a right turn from Queen Street westbound into Queen Street Gardens East.

### Background

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- 2.1 The report entitled 'Post Tram Construction – Review of Traffic Management and Interfaces', was presented to the Transport and Environment Committee on 18 March 2014. This report was concerned with traffic routing within and across the city centre, following completion of the tram construction works.
- 2.2 In line with the Committee's decision, the enhanced signage package set out in the report, directing road users between the A90 and A700 Lothian Road, has been installed on site.
- 2.3 Tram passenger services commenced on 31 May 2014.

- 2.4 At its meeting of 18 March 2014, the Committee heard a deputation from the West End Association; concerning road vehicle accessibility to and from the West End. A request was made for information relating to parking occupancy levels in the West End.
- 2.5 The decision of the Committee following the deputation was as follows:
- To monitor traffic movements around the city centre after commencement of tram passenger operations in order to identify emerging issues after this period and that a further report be submitted to Committee on 26 August 2014 which assesses the situation and brings forward proposals as appropriate; the report to also include an analysis of parking bay occupancy at the West End; and
  - To ask the Director of Services for Communities, to enter into discussions with West End residents and businesses, on the issues around vehicular access raised by the deputation with a view to identifying a proposed solution and way forward.

## Main report

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- 3.1 At its meeting on 18 March 2014, the Transport and Environment Committee heard a deputation from the West End Association. The deputation noted concerns regarding road access to the West End, highlighting in particular, private vehicle and taxi access to local businesses from Lothian Road and routes from the south.
- 3.2 As a consequence of the tram construction, the left turn from Lothian Road into Shandwick Place is no longer available.
- 3.3 This restriction was included within the tram junction design, to provide additional capacity at this critical West End junction, which has historically operated at or near capacity, during peak periods.
- 3.4 During the course of the City Centre Tram works, the left turn from North Charlotte Street into St Colme Street was opened under a Temporary Traffic Regulation Order (TTRO), this to maximise accessibility during the period when Shandwick Place and Haymarket junction were not available for use. At the end of the tram works, this TTRO was no longer active, and the banned turn was reintroduced.
- 3.5 This report therefore considers the following:
- Suspending the current TTRO, which limits access westbound on Hope Street to buses only and amending this to permit all traffic use;
  - Opening up the left turn from North Charlotte Street to St Colme Street, which is currently a banned manoeuvre;

- Signalising the junction of Canning Street/Shandwick Place and Stafford Street; and
- An update on parking occupancy and duration levels recorded in the West End during April and May 2014.
- Changing the priority of Young Street from eastbound to westbound, this intervention is associated with observed impacts associated with the George Street Experimental Traffic Regulation Order (ETRO), and would prevent access from North Charlotte Street into Young Street, and in so doing remove through traffic from this narrow street.

3.6 A graphic indicating the options under review is presented in Appendix A.

### **Option 1: Access to the West End via Hope Street**

- 3.7 An option to improve cycle, taxi and private vehicle access, would be to consider opening up the westbound link between Charlotte Square and Hope Street to Queensferry Street for all traffic.
- 3.8 This link is currently controlled under a TTRO, restricting access westbound to buses only, with all traffic permitted to travel eastbound into Charlotte Square.
- 3.9 The junction with Queensferry Street is managed via a traffic signal controlled shuttle lane. This arrangement has limited capacity, due to the single lane configuration.
- 3.10 The system currently accommodates traffic wishing to access routes south and east from the A90 and Melville Street in the eastbound direction and provides for the Lothian Buses Services 36 and 47, as well as less regular coach traffic in the westbound direction.
- 3.11 It is noted that compliance with the bus only restriction is poor and that both taxis and some general traffic routinely use this link.
- 3.12 It should be noted that there is no formal/signalised pedestrian crossing on Hope Street at present.
- 3.13 The option to open up Hope Street westbound to all vehicles has been evaluated, using the Council's Integrated Transport Model Suite.
- 3.14 The assessment included the provision of a signalised pedestrian crossing on Hope Street and maintains the single lane shuttle layout. Geometric constraints in the area, mean that it is not possible to provide a two-lane link between Hope Street and Queensferry Street, without compromising the bus gate at Queensferry Street/Princes Street.

- 3.15 The traffic signal phasing and green time availability at the junction of Princes Street/Shandwick Place and Queensferry Street, which are critical to tram operations in the area, are unchanged as a result of the proposal.
- 3.16 Traffic counts undertaken at the junction of Hope Street with the south side of Charlotte Square between Friday 6 and Thursday 12 December 2013, recorded that 2200 vehicles per day used Hope Street. Of these, 1500 vehicles were heading eastbound and 700 heading westbound.
- 3.17 Of the 700 vehicles travelling westbound, only 90 were buses/coaches, confirming a high level of non-compliance with the current bus-gate arrangement.
- 3.18 The outcome of the modelling assessment indicates that approximately 1200-1600 vehicles per day, could potentially use this westbound link. This equates to approximately 100 vehicles per hour during the am peak and 120 vehicles per hour during the pm peak. This reflects the limited capacity of the arrangement, which is constrained by available green time for the westbound demand.
- 3.19 The modelling results indicate that should the westbound link be opened for general traffic use and signed appropriately, the daily flows between Queensferry Street and Charlotte Square, could increase by 900 vehicles to 1600 vehicles per day, travelling westbound.
- 3.20 The signage supporting the proposal for Hope Street would be limited to 'West End Access' messaging. It would be installed on South Charlotte Street and on the South side of Charlotte Square.
- 3.21 The primary diversion from the south to the A90/West End would remain via the West Approach Road and Haymarket. The Hope Street link would also provide an alternative option to access the West End, for traffic currently egressing George Street.
- 3.22 The modelling assessment indicated queues of the order 5-10 vehicles could typically be expected on Hope Street during the peaks. The estimated queues do not extend into the south side of Charlotte Square during these peak times and as a result would be unlikely to impact negatively upon the development and public realm plans, which are proposed for the Square.
- 3.23 From a network management perspective and at the volumes of traffic anticipated to use this link, the following is concluded:
- The modification to the existing arrangements will have a local impact in terms of additional queuing on Queensferry Street. This could impact upon buses wishing to access the northbound stances on Queensferry Street to the north and south of Alva Street. This is likely to translate in a modest additional delay to those other bus services accessing Queensferry Street, from the bus gate on Princes Street, during peak periods.

- The proposal to introduce a formal pedestrian crossing facility on Hope Street would improve accessibility and safety for shoppers, commuters and visitors to the west end.
- A relatively modest reduction in traffic using the signed strategic routes, via Haymarket, West Maitland Street and Manor Place. This against a background of an improved level of vehicular accessibility to the west end, from routes from Lothian Road and George Street.

## Option 2: Left Turn from North Charlotte Street to St Colme Street

- 3.24 During the period of tram construction and to maintain accessibility whilst large sections of the city centre were closed to traffic due to the works, the left turn at the junction of North Charlotte Street with St Colme Street was opened. This was regulated under a TTRO using powers set out in the Tram Acts.
- 3.25 This left turn manoeuvre proved to be desirable during this period, when two-way traffic flows between Randolph Crescent and North Charlotte Street increased from around 13,500 vehs per day (in 2008), peaking at around 18,000 vehicles per day, at the height of the tram works.
- 3.26 On completion of the tram works and expiry of the tram TTRO, it was incumbent upon the Council to revert back to the prevailing TRO and hence this left turn ban was put back in force in October 2013.
- 3.27 As noted in the report to Committee on 18 March 2014, in the weeks following completion of the tram works, a number of public representations were received requesting that this left turn be reinstated. It should be noted that the volume of correspondence in this regard has since reduced significantly.
- 3.28 Traffic counts undertaken continuously from a data recorder placed on Great Stuart Street between 11 March and 6 April 2014, indicate the following traffic demand through the area:

**Table 1: Great Stuart Street Traffic**

<b>Average Weekday:</b>	<b>All</b>	<b>Cars/Vans</b>	<b>Medium Goods</b>	<b>Heavy Goods</b>
Eastbound Flow	8838	8730	101	6
Westbound Flow	5635	5530	95	9
<b>Two-way Flow</b>	<b>14473</b>	<b>14260</b>	<b>196</b>	<b>16</b>
	Veh Mix	98.5%	1.4%	0.1%
<b>Average Weekend:</b>	<b>All</b>	<b>Cars</b>	<b>HGV</b>	<b>HGV2</b>
Eastbound Flow	7324	7285	36	3
Westbound Flow	5220	5168	41	10
<b>Two-way Flow</b>	<b>12543</b>	<b>12453</b>	<b>77</b>	<b>13</b>
	Veh Mix	99.3%	0.6%	0.1%

- 3.29 It is reasonable to anticipate that opening up the left turn from North Charlotte Street into St Colme Street, would result in a similar uplift in traffic volume (of the order 4,000 vehicles per day). This was the level experienced during the tram works.
- 3.30 Unlike the West End, which accommodates a wide diversity of businesses and retail outlets, the area between North Charlotte Street and Queensferry Street via St Colme Street, Ainslie Place, Great Stuart Street and Randolph Crescent, is largely residential in nature.
- 3.31 For this reason and on the basis that the previous report to the 18 March 2014 Committee recommended monitoring traffic patterns for a period of twelve months, following commencement of tram passenger service, it is concluded that the status quo be retained with regard to this left turn until that monitoring has been completed.

### **Option 3: Signalisation of the Junction of Canning Street and Stafford Street**

- 3.32 Access to the West End from routes to the south, has been signposted such that access to the area is achieved via the West Approach Road, Haymarket, Atholl Place and Manor Place.
- 3.33 Using these routes, access to William Street, Stafford Street and to the public parking on Melville Street, is available to all road users.
- 3.34 The deputation presented by the West End Association, argued that the signed route is too circuitous and that an alternative would be to provide for a connection via Canning Street and then into Stafford Street.
- 3.35 Given that this junction is on the tram route and in order to maintain safe access, it would be necessary to introduce traffic signals at this location, to manage the conflicting traffic movements across Shandwick Place.
- 3.36 It is estimated that to introduce the requisite tram, pedestrian and road signalling equipment and integrate the junction into the City of Edinburgh Council's Urban Traffic Control System and tram detection communications network, would cost upwards of £250,000.
- 3.37 For this reason, it is concluded first, that the option to signalise the junction still remains and second that the situation should be re-assessed once the previously agreed monitoring period has been completed in May/June 2015.

### **Option 4: Change the priority of Young Street**

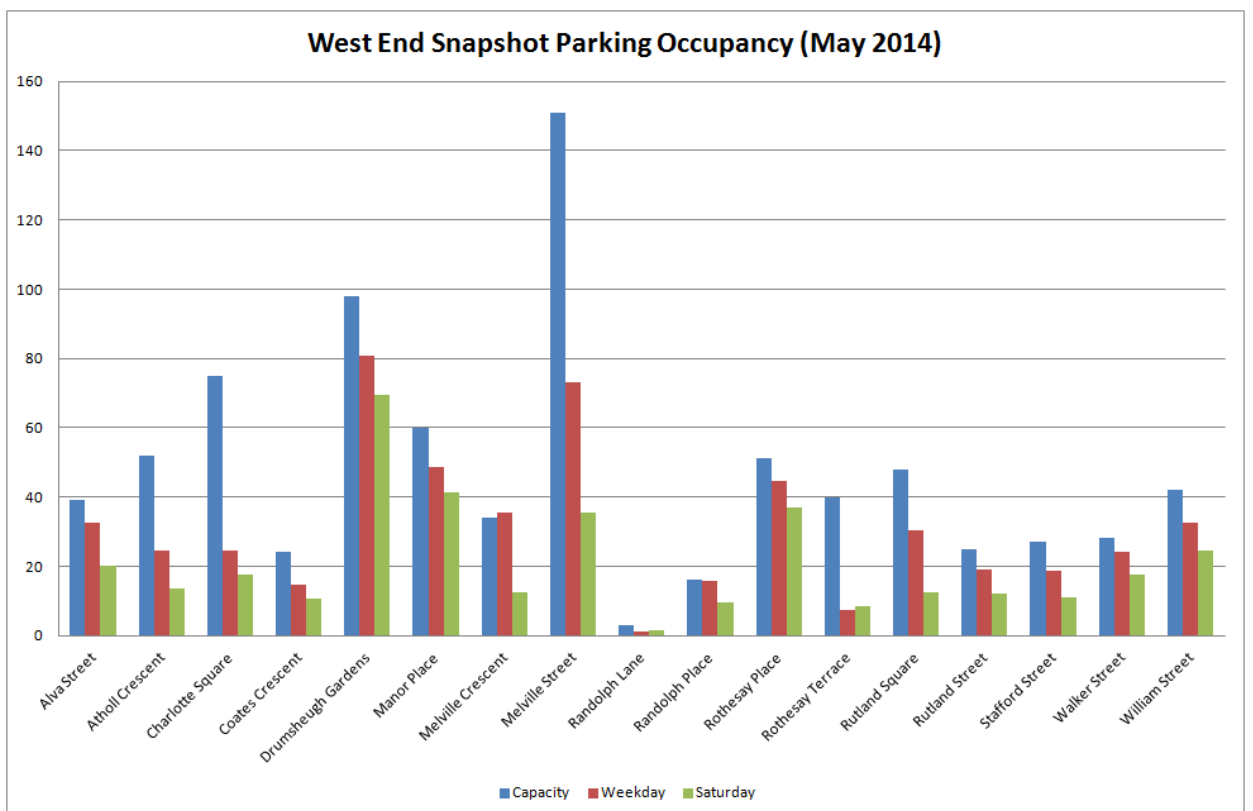
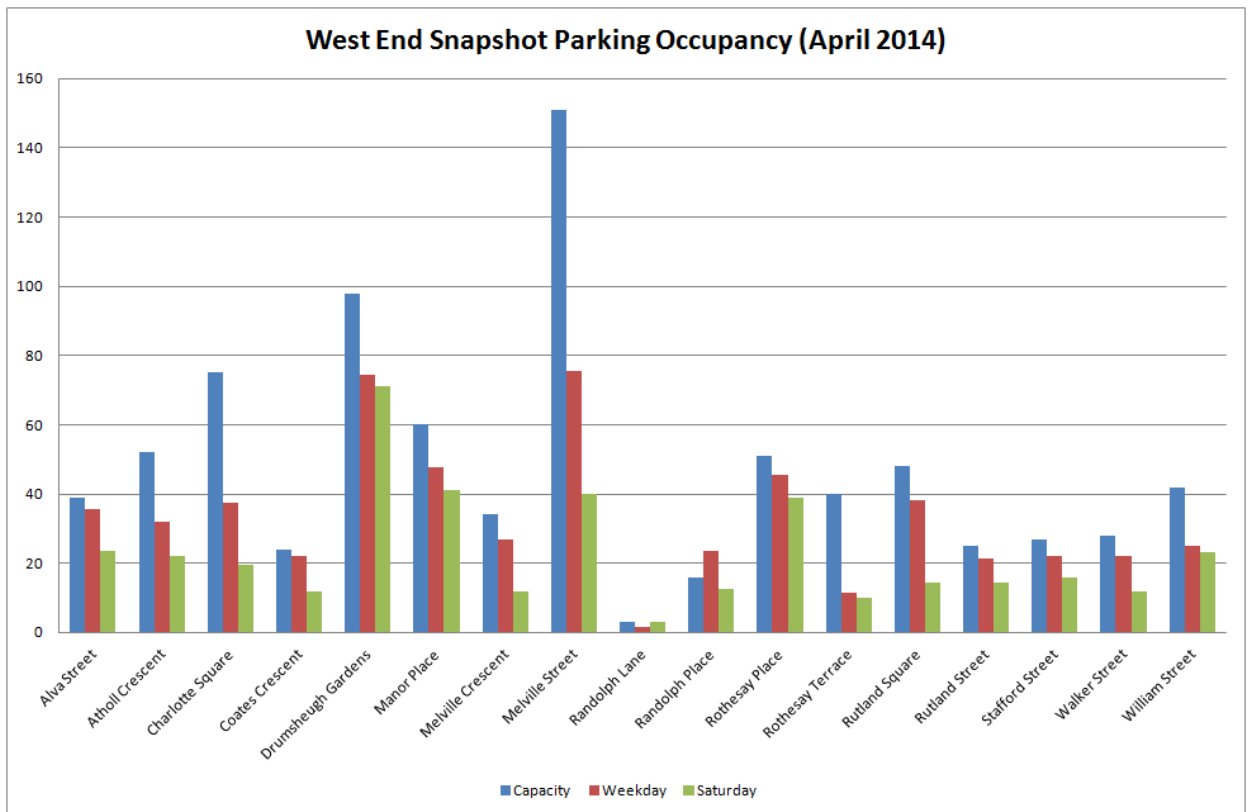
- 3.38 The Experimental Traffic Regulation Order (ETRO) for George Street came into operation from 16 June 2014. This scheme incorporates sections of George Street becoming one-way (westbound between Frederick Street and Charlotte Square and eastbound between Frederick Street and St Andrew Square).

- 3.39 An observed consequence of the introduction of the ETRO was a perceived marked increase in the volume and vehicle mix in traffic accessing Young Street from North Charlotte Street, this resulting in concerns raised by local stakeholders.
- 3.40 Traffic counts were undertaken on both Young Street and Hill Street during early July 2014, this confirming that during the two-hour morning peak period more than 300 vehicles were accessing Young Street from North Charlotte Street. Of this, some 44% were either vans or heavy goods vehicles, 45% Cars, 7% taxis and 4% coaches.
- 3.41 At the junction with North Castle Street, approximately two-thirds of this demand proceeded eastbound into Hill Street. With the balance turning right and left towards George Street and Queen Street respectively.
- 3.42 The narrow cross section of Young Street (approx 6m) together with the cobbled road surface is not suited for commercial or larger vehicles, particularly on those sections where kerbside parking is permitted.
- 3.43 It is therefore recommended to implement an amendment to the George Street ETRO to change the priority of Young Street from eastbound to westbound and thus preventing access from North Charlotte Street. This would see a proportion of the traffic currently using Young Street diverting to Queen Street, which is a strategic distributor road within the City Centre network, and much more appropriate for accommodating commercial and through-traffic demand.

#### **West End Parking Survey Results**

- 3.44 A series of parking occupancy and duration survey were undertaken in the West End, during April and May 2014.
- 3.45 The parking surveys were undertaken, using a combination of parking attendant spot checks, recording numbers of parked vehicles (twice per day) over the course of a single week in each month for estimated occupancy levels, and duration data extracted from pay and display machines.
- 3.46 The results of the surveys are presented in Appendix B and are summarised as follows:





3.47 Within the surveyed area, there are 502 chargeable parking spaces and 311 permit spaces available for use.

3.48 The graphs shown above indicate that on the basis of the snapshot survey, the West End parking occupancy is on average at 65% of capacity on a weekday; and 44% of capacity on a Saturday.

- 3.49 Melville Street in particular would appear to have almost 50% available spaces for use, during the spot checks on a weekday and considerably more spaces available on a Saturday.
- 3.50 The results of the parking duration survey are set out in Table 1 below. These duration figures were derived from pay & display machine data and again present average figures collated by street, during April and May 2014.

**Table 1 – Parking Duration Data West End (April & May 2014)**

<b>Location</b>	<b>Average Duration (Mins) April</b>	<b>Average Duration (Mins) May</b>
Alva Street	63	64
Althol Crescent	72	65
Charlotte Square	87	77
Drumsheugh Gardens	74	77
Glenfinlas Street	79	77
Manor Place	66	76
Melville Crescent	75	76
Melville Street	74	76
Randolph Lane	71	75
Randolph Crescent	69	75
Rothsay Terrace	83	76
Rutland Square	75	76
Rutland Street	75	76
Stafford Street	70	75
Walker Street	64	75
William Street	71	75

- 3.51 The duration statistics set out above include weekdays and Saturday data only for the chargeable parking spaces. They do not include permit holders, which will generally make use of a single parking over a longer period.
- 3.52 The results of the survey indicate that the average durations between April and May 2014, are reasonably comparable and generally in the range 60 minutes to 80 minutes.
- 3.53 It is acknowledged that the introduction of the tram system into Edinburgh, has led to a reduction in private vehicle accessibility to the businesses and residential areas in the West End, primarily from those routes to the south.
- 3.54 The results of the parking survey indicate that there is spare capacity for private vehicle parking, within the broader west end area.

## Conclusions

- 3.55 Four options to improve access to the West End have been assessed. It is concluded that in the short term, the option offering the best compromise of improved access, whilst not leading to additional traffic through largely residential streets, would be to amend the TRO on Hope Street and permit all vehicle access westbound thus improving traffic flow in the West End.
- 3.56 This could include the introduction of a signalised pedestrian crossing on Hope Street.
- 3.57 The change in priority on Young Street from eastbound to westbound access would serve to resolve the inappropriate through-traffic use on this street that has been observed following the introduction of the George Street ETRO.
- 3.58 In addition to the above, it is considered that the monitoring programme to assess the wider traffic patterns across the city centre post tram operations to continue for a period of twelve months and reported to Committee at a future date in line with the recommendations approved by the Transport and Environment Committee at its meeting of 18 March 2014. This would include consideration of the provision of a right-turn from Queen Street into Queen Street Gardens East and other interventions which may emerge during the monitoring period.

## Measures of success

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- 4.1 A reduction in peak period congestion at key intersections, improved accessibility and journey times between the areas to the south of the city centre, the West End and the A90.

## Financial impact

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- 5.1 The costs associated with the recommendations associated with this report, would include TRO amendment for Hope Street and any costs associated with making this TRO.
- 5.2 The modification of the existing signal controlled junction of Queensferry Street with Hope Street, to include a pedestrian crossing of Hope Street would cost circa £15,000. This could be accommodated within the Road Safety budget.

## Risk, policy, compliance and governance impact

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- 6.1 The recommendation for authorisation to promote a TRO amendment will initiate a formal statutory process.

- 6.2 Should objections to the TRO amendment be received, the Council could consider objections received and then proceed to make the order or refer the matter to the Scottish Ministers and a public hearing process.

## **Equalities impact**

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- 7.1 An Equalities and Rights Impact Assessment has been prepared and is available as background reference. There are no direct negative equalities or human rights impacts anticipated and the proposals are expected to enhance accessibility to the west end for all.

## **Sustainability impact**

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- 8.1 The impacts of this report have been considered in relation to the Climate Change (Scotland) Act 2009. Relevant Council sustainable development policies and the Local Transport Strategy 2014-2019 have been taken into account and are noted under Background Reading reference.
- 8.2 The proposals outlined in this report will promote a reduction in carbon dioxide and nitrogen oxide emissions by reducing travel time and distance around the city centre. In so doing, it will increase the city's resilience to climate change impacts and promote a sustainable Edinburgh. The reassignment of motorised traffic to appropriate signed routes, will reduce the interaction of these vehicles with pedestrians and cyclists in other parts of the city centre, thus promoting personal wellbeing.

## **Consultation and engagement**

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- 9.1 The findings of this report have been referred to consultation with the West End Association, the West End Community Council, the Broughton & New Town Community Council, Lord Moray's Feuars, the City Centre Neighbourhood Partnership, Police Scotland and Transport for Edinburgh. Councillors Hinds, Mowat, Rankin and Doran have also been consulted on the report findings.
- 9.2 The outcome of these separate consultations has been broad support for the recommendations presented within the report.
- 9.3 If the recommendations of the report are approved by the Committee then an amendment to the Traffic Regulation Order for Hope Street will be required. This will initiate a formal statutory process, which includes for an open and fully inclusive formal consultation on the proposals.

## Background reading/external references

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[City of Edinburgh Council – Local Transport Strategy 2014 - 2019](#)

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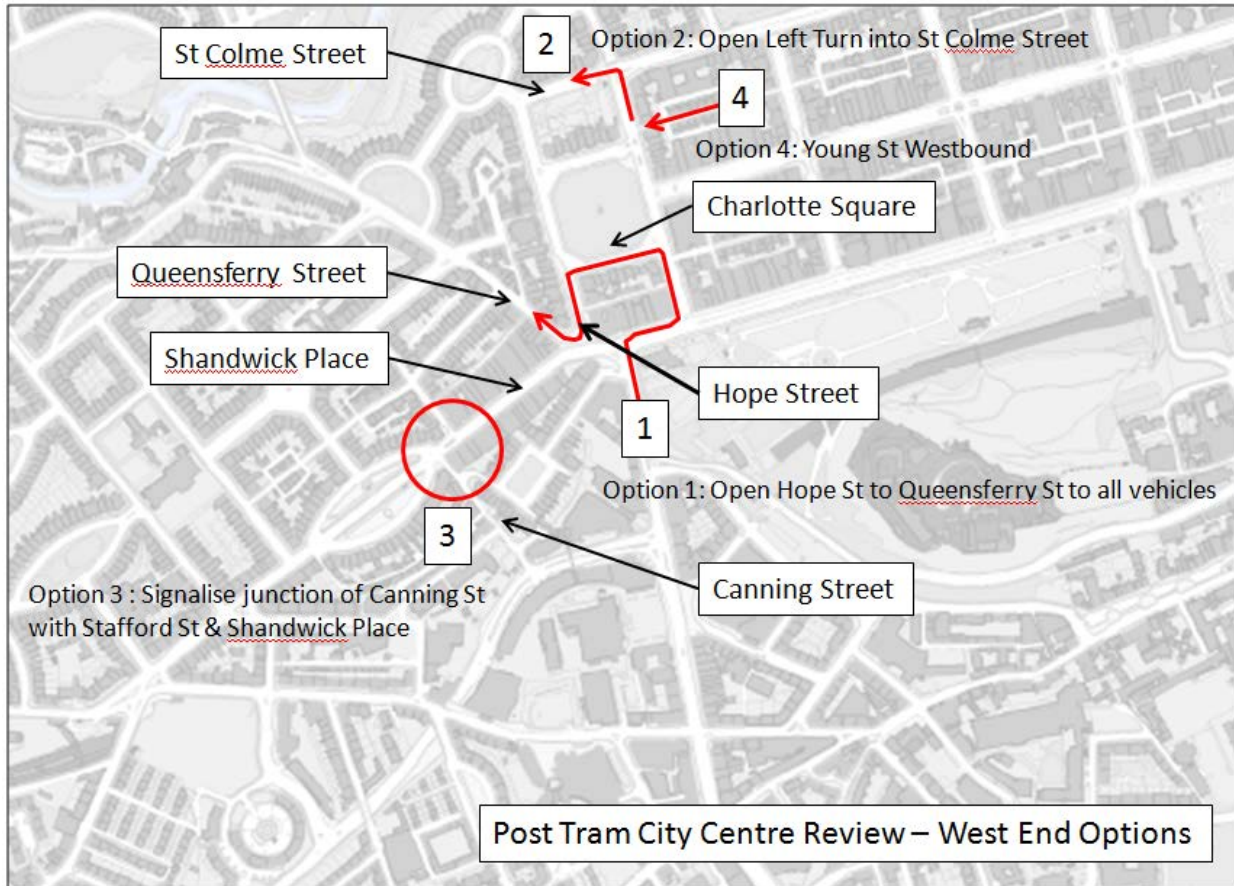
### Links

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<b>Coalition pledges</b>	<b>P18</b> – Complete the tram project in accordance with current plans <b>P47</b> – Set up a city-wide Transport Forum of experts and citizens to consider our modern transport needs
<b>Council outcomes</b>	<b>CO7</b> – Edinburgh draws new investment in developing regeneration <b>CO8</b> – Edinburgh’s economy creates and sustains job opportunities <b>CO22</b> – Moving efficiently – Edinburgh has a transport system that improves connectivity and is green, healthy and accessible.
<b>Single Outcome Agreement</b>	<b>SO1</b> – Edinburgh’s Economy Delivers increased investment, jobs and opportunities for all.
<b>Appendices</b>	Appendix A – West End Options Review Appendix B – Parking Survey Results

# Appendix A

## West End Options Review



## Appendix B

### Parking Survey Results

Location	Number of Spaces	April 2014 Survey (Vehs Parked)						Weekday	Saturday
		Mon	Tues	Wed	Thurs	Fri	Sat		
Alva Street	39	38	33	33	37	37	24	36	24
Atholl Crescent	52	34	30	38	29	30	22	32	22
Charlotte Square	75	30	60	27	41	30	20	37	20
Coates Crescent	24	20	27	23	25	17	12	22	12
Drumsheugh Gardens	98	85	57	80	71	80	71	74	71
Manor Place	60	54	49	45	52	41	41	48	41
Melville Crescent	34	26	26	34	25	24	12	27	12
Melville Street	151	80	64	82	82	71	40	76	40
Randolph Lane	3	1	3	2	1	1	3	2	3
Randolph Place	16	17	20	52	16	13	13	23	13
Rothsay Place	51	49	45	39	34	62	39	45	39
Rothsay Terrace	40	9	19	13	9	9	10	12	10
Rutland Square	48	36	45	36	39	37	15	38	15
Rutland Street	25	23	27	20	19	18	15	21	15
Stafford Street	27	28	17	25	18	24	16	22	16
Walker Street	28	25	20	22	24	20	12	22	12
William Street	42	28	23	29	25	21	23	25	23

Location	Number of Spaces	May 2014 Survey (Vehs Parked)						Weekday	Saturday
		Mon	Tues	Wed	Thurs	Fri	Sat		
Alva Street	39	31	32	35	35	31	20	33	20
Atholl Crescent	52	25	18	21	29	31	14	25	14
Charlotte Square	75	30	28	25	25	17	18	25	18
Coates Crescent	24	14	14	16	14	15	11	15	11
Drumsheugh Gardens	98	81	84	83	74	83	70	81	70
Manor Place	60	47	44	54	48	52	42	49	42
Melville Crescent	34	56	33	29	34	26	13	35	13
Melville Street	151	69	89	74	76	59	36	73	36
Randolph Lane	3	2	3	1	1	1	2	1	2
Randolph Place	16	16	15	14	17	19	10	16	10
Rothsay Place	51	43	44	44	46	46	37	45	37
Rothsay Terrace	40	11	7	7	7	7	9	8	9
Rutland Square	48	40	26	19	35	34	13	31	13
Rutland Street	25	20	13	31	17	15	12	19	12
Stafford Street	27	19	22	20	17	17	11	19	11
Walker Street	28	24	27	24	26	21	18	24	18
William Street	42	31	32	36	37	30	25	33	25