

# Transport and Environment Committee

10.00am, Tuesday, 21 March 2017

## Leith Street Temporary Traffic Management Arrangements

Item number	7.8
Report number	
Executive/routine	Routine
Wards	All

### Executive Summary

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This report seeks to inform the Committee on the recommendation, made by the Traffic Management Review Panel, set up under the Growth Accelerator Model Agreement relating to St James Quarter Edinburgh (the development), and the City Wide Traffic Management Group, on the temporary traffic management arrangements in Leith Street.

The development involves an agreement between the City of Edinburgh Council, the Scottish Government and Edinburgh St James Limited Partnership in the delivery of the development.

### Links

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Coalition pledges	<a href="#">P8</a> , <a href="#">P15</a> , <a href="#">P17</a> , <a href="#">P28</a>
Council priorities	<a href="#">CP4</a> , <a href="#">CP12</a>
Single Outcome Agreement	<a href="#">SO1</a> , <a href="#">SO4</a>

## Leith Street Temporary Traffic Management Arrangements

### 1. Recommendations

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- 1.1 It is recommended that the Transport and Environment Committee approves the recommendations by the Traffic Management Review Panel (TMRP) that Leith Street is closed between Calton Road and Waterloo Place for a period of 44 working weeks between 4 September 2017 and 26 July 2018 to facilitate essential deep drainage works and carriageway and footway reconstruction, realignment and renewal.

### 2. Background

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- 2.1 Edinburgh St James Limited Partnership (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.
- 2.2 On 4 June 2009, the Council granted outline planning permission for redevelopment, refurbishment and demolition works to provide a major mixed use scheme on the site of the existing St James Centre and New St Andrews House.
- 2.3 On 14 June 2016, the Growth Accelerator Model Agreement (GAM) was signed on behalf of the Council.
- 2.4 On 21 June 2016, the GAM was signed on behalf of the Developer.
- 2.5 Set up under the GAM, the remit of the TMRP is to ensure that the Developer undertakes sufficient planning to minimise disruption to the level of traffic flow and pedestrian movement, within and around the development, during the construction works.
- 2.6 The TMRP ensures that work is undertaken timeously and that the required approvals are in place in advance of commencement of any work. Where necessary, the TMRP has access to the Council's traffic modelling capability to test traffic management scenarios and understand the possible wider impacts of the traffic management proposals to the city infrastructure network.
- 2.7 Chaired by the Council, the TMRP consists of the Developer, the local Roads Team, Lothian Buses and Edinburgh Trams, the emergency services, Council communications and specialist advisors as required (e.g. traffic signals, modellers,

utility providers etc). The TMRP will make recommendations to the City Wide Traffic Management Group (CWTMG) as detailed in the GAM.

- 2.8 All traffic management plans and proposals associated with the construction of the development from local footpath interventions, to major construction works, will be progressed through the TMRP process. Where necessary, and where advised by the TMRP, there may be a requirement to undertake detailed stakeholder engagement on particular aspects of the works associated with the development.
- 2.9 The Leith Street section of the GAM represents approximately £6m of works including the renewal and upgrading of utilities, forming widened high quality natural stone footways, segregated cycle ways, re-profiled roads and re-sited pedestrian crossings, to ensure a more inviting and attractive streetscape is created.
- 2.10 The scale of the proposed work will create a degree of disruption for the city. As a result and in accordance with the Traffic Management Protocol (TMP) included within the GAM, all proposed work affecting the public road network has been considered at TMRP to establish the optimum way to carry out these works. Using the combined experience it has been established that multiple traffic management changes over a long period of time can lead to congestion, driver confusion, frustration, increased works programmes and it has been concluded that this should be avoided.
- 2.11 A fundamental part of the works to Leith Street involve the installation of new surface and foul water drainage systems to replace the crumbling brick built combined sewers that are already beyond their design capacity. These sewers require replacement to increase capacity and separation between foul and surface water to accommodate the development and other developments in the city, but also to reduce the need for repair and rationalise services in the road, reducing the need to take up the high quality reconstructed road materials in the future.

### **3. Main report**

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- 3.1 As part of the development, the following utility works and reconstruction works to Leith Street will be undertaken to provide improvements to the public realm and roads infrastructure:
  - 3.1.1 Outdated utility infrastructure to be replaced;
  - 3.1.2 Diversion and renewal of water main;
  - 3.1.3 Diversion and upgrade of gas infrastructure;
  - 3.1.4 New foul and surface water drainage; and
  - 3.1.5 Leith Street reconstruction works:
    - 3.1.5.1 Removal of Leith Street central reservation;
    - 3.1.5.2 Re-profiling of road geometry, to improve levels and flexibility;
    - 3.1.5.3 Road reconstruction and resurfacing;

- 3.1.5.4 Footpath widening;
  - 3.1.5.5 Improved pedestrian crossings;
  - 3.1.5.6 Two way cycle lanes from Leith Walk to Calton Road; and
  - 3.1.5.7 Bus stops.
- 3.2 To facilitate these works it is proposed and recommended by the TMRP, to close Leith Street between Calton Road and Waterloo Place for a maximum duration of 44 weeks to complete the works included under 3.1.
- 3.3 In the instance any remaining works cannot be fully completed within 44 working weeks, Leith Street will be re-opened and the works completed under contraflow traffic management arrangements.
- 3.4 The advantages of full and consistent closure to Leith Street for the entire duration of all the work in comparison to a phased closure include:
- 3.4.1 A more durable road and pavement construction;
  - 3.4.2 A reduction in the traffic in and around Leith Street;
  - 3.4.3 Safety of the general public, vehicle users and the workforce;
  - 3.4.4 Minimise, as far as practically possible, the impact of traffic diversions;
  - 3.4.5 Consistent traffic management and diversion route throughout the duration of the closure;
  - 3.4.6 A consistent site boundary line allowing works undertaken during the period of the diversions to be maximised;
  - 3.4.7 Simplify, as far as practically possible, the bus stop and service routing;
  - 3.4.8 Complete the planned works in the shortest practicable programme;
  - 3.4.9 Maintain access to and through the site for Emergency Services;
  - 3.4.10 Identify a Preferred Diversion Plan;
  - 3.4.11 Alignment of programmes for Leith Street and Picardy Place (i.e. overlap construction activities associated with the reconstruction of Picardy Place); and
  - 3.4.12 Improved pedestrian footway provision and segregated two-way cycleway.
- 3.5 There is sufficient width within the northern cross section of Leith Street (i.e. Picardy Place to Calton Road) to safely undertake the construction of the sewer system and reconstruction works under contraflow and maintain two-way traffic flow for the shallower depths. The width of the southern cross section (i.e. Calton Road to Waterloo Place) is not sufficient and combined with the topography of this section, the construction works cannot be undertaken safely, whilst accommodating traffic lanes.

- 3.6 It is envisaged that the majority of the sewer installation will be undertaken by excavating a trench to the required depth and cross section, removing existing pipe work, installing new substrate and pipe work and reinstate the road. However, due to the depth of the excavations required for the drainage particularly between Calton Road and Waterloo Place, as well as the working space and safety zones necessary around the construction plant, it will not be possible to accommodate traffic access past the working area for the full extent of the works, and it is necessary to close the southern section to general traffic.
- 3.7 A traffic management plan and diversion route has been developed for the partial closure of Leith Street for vehicles between Calton Road and Princes Street in both directions to accommodate the deep excavation works.
- 3.8 During the traffic management planning stage, the Developer has been able to reduce the closure duration by approximately 20%, from an initial 62 working weeks to 44 working weeks. This will allow the closure to be scheduled to take place between the 2017 and 2018 summer festival periods, reducing the overall impact of the works to the city as far as possible. The Developer has provided a commitment to the 44 working week programme given there are more work-fronts available when the road is closed, and additional resources can be deployed to accelerate the works.
- 3.9 The effects of the closure have been modelled in the Council's transport model in order to identify the wider strategic traffic impacts.
- 3.10 During the 44 working week closure period, access will be maintained to Calton Road and Greenside Row. This will allow access to be maintained to the Waverley Station access and the Omni car park. Access and servicing arrangements with local businesses and residents to Leith Street will be maintained.
- 3.11 During the closure period, an emergency service route will be provided between Calton Road and Waterloo Place for the purpose of accessing local businesses and residential properties, but not as a general thoroughfare. In emergency and exceptional circumstances, this emergency service route can be used by emergency vehicles only. The alignment of this emergency service route will not be fixed and be subject to change in line with the works and will be shared with construction traffic/vehicles.
- 3.12 The proposed diversion route for all traffic is from Leith Walk, London Road, Montrose Terrace, Regent Road and onto Princes Street at the point of south end of Leith Street closure. This will include a series of alterations to existing line markings, signal location and sequences (all of which have been traffic modelled).
- 3.13 There will also be the provision of a London Road, Montrose Terrace, Easter Road signalised gyratory which will help minimise delays and congestion.

- 3.14 At the North Bridge and Princes Street Junction, a signed diversion route will be established to direct private vehicles east towards Waterloo Place/Regent Road. A signed diversion route will be established to direct public transport either east towards Waterloo Place/Regent Road or west to Princes Street.
- 3.15 It is considered that the closure of Leith Street is essential for the safety of the workforce, the general public and other road users. There is no practical alternative to the closure of Leith Street for undertaking the deep sections of the drainage works.
- 3.16 It is also considered to be necessary for local business and servicing to their properties to be maintained via Greenside Row and Calton Road.
- 3.17 During the closure pedestrian access will be maintained along Leith Street and available width for pedestrians will be increased.
- 3.18 During the closure a segregated cycle route will be provided between Calton Road and Waterloo Place.
- 3.19 Bus service diversions and bus stop positions have been agreed and coordinated with bus operators and the Council.
- 3.20 Environmental issues, including dust, noise and vibration will be managed as far as practical to limit impact on businesses. Works will be carried out considerately, respecting the local businesses and residents.
- 3.21 Community engagement will continue with a dedicated project liaison manager.
- 3.22 Any work not undertaken whilst the closure is in place will be carried out under contraflow arrangements.
- 3.23 Throughout the duration of the closure period, the TMRP will review and monitor the status of the works, the programme and the diversion route on a regular basis, and as a minimum, monthly.

#### **4. Measures of success**

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- 4.1 Improved and prolonged maintenance free infrastructure through works being undertaken under a single site opportunity.
- 4.2 Consistent traffic management and diversion route throughout the duration of the closure.
- 4.3 Improved public realm spaces and finishes to Leith Street, in particular for pedestrians and cyclists which includes widening of existing footways and the provision of a segregated two-way cycle way from Leith Walk to Calton Road.
- 4.4 Enabling works for deliverability of the development.
- 4.5 Coordinated improvements to utilities routes and installation thus minimising extent of contraflow and road closures to facilitate maintenance works.

## **5. Financial impact**

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- 5.1 There is a potential, should a closure not be used to facilitate this work, that future maintenance of the Utility Apparatus and the road infrastructure will be required before a designed date for renewal.
- 5.2 The costs to the Council of implementing this closure will be met from the Developer.

## **6. Risk, policy, compliance and governance impact**

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- 6.1 There is a risk that should a closure not be used to facilitate all of the drainage and road reconstruction work that future maintenance of the utility apparatus and the road infrastructure will be required in a shorter time.
- 6.2 There is a risk to both operatives and the public should the work not be undertaken under full closure.
- 6.3 Regular changing traffic flows under contraflow can be confusing to road users and pedestrians.

## **7. Equalities impact**

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- 7.1 The redevelopment of the St James Centre should have a positive impact on the Council's equality duties through improved accessibility and design.
- 7.2 There are likely to be negative impacts throughout the construction stage on the accessibility of the area particularly to the disabled, the elderly and people with young children, although this has been mitigated by the provision of a wider footway than existing.
- 7.3 The disposal of common good land will deny access to the land, however, this is mitigated by the provision of a new state of the art electricity substation and improved public realm works.
- 7.4 The renewal or the pavements in Leith Street will remove existing uneven surfaces for all protected characteristics which will specifically benefit people with disabilities, women who are pregnant, children and the elderly.

## **8. Sustainability impact**

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- 8.1 There are no sustainability impacts arising from this report.

## **9. Consultation and engagement**

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- 9.1 TMRP meetings have regularly taken place to discuss future proposals and monitoring existing traffic management arrangements in and around Leith Street.

- 9.2 Extensive stakeholder engagement has been undertaken to date, by the Developer. This has included elected members, community councils, local businesses and residents, business organisations (including Essential Edinburgh, Chamber of Commerce and Federation of Small Businesses), community groups (including Living Streets Edinburgh and Spokes), Edinburgh Taxi Trade, Road Haulage Association and the media.
- 9.3 The engagement has been facilitated by a series of briefings, meetings, e-mail correspondence and personal visits.
- 9.4 Following the engagements, extensive media coverage of the proposals has been published.
- 9.5 The engagement process will continue throughout the development works, with (at the time of writing) a drop in session scheduled for 16 March 2017.
- 9.6 At the time of writing, the feedback generally has been about the detailed aspects of the proposals including accessibility to the Omni Centre car park, delivery provisions for businesses and emergency and general access arrangements.

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

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- 10.1 Public Engagement Report - Leith Street, dated 13 March 2017.

### **Paul Lawrence**

Executive Director of Place

Contact: Ewan Kennedy, Senior Manager Transport Networks

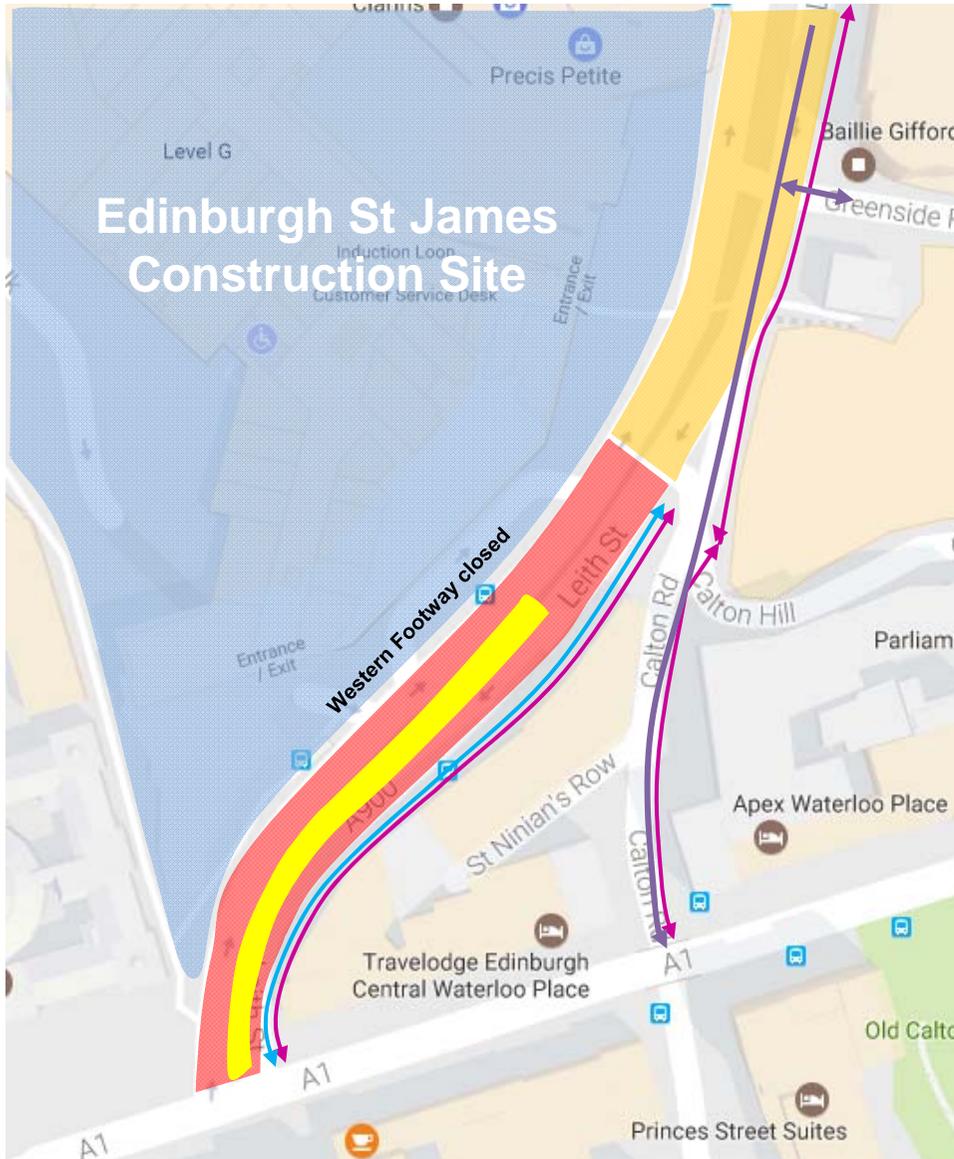
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## 11. Links

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<b>Coalition pledges</b>	<p>P8 - Make sure the City's people are well housed including encouraging developers to build residential communities, starting with brownfield sites</p> <p>P15 - Work with public organisations, the private sector and social enterprise to promote Edinburgh to investors</p> <p>P17 - Continue efforts to develop the City's gap sites and encourage regeneration</p> <p>P28 – Further strengthen our links with the business community by developing and implementing strategies to promote and protect the economic well being of the city</p>
<b>Council priorities</b>	<p>CP4 – Safe and empowered communities</p> <p>CP12 – A built environment to match our ambition</p>
<b>Single Outcome Agreement</b>	<p>SO1 - Edinburgh's economy delivers increased investment, jobs and opportunities for all.</p> <p>SO4 - Edinburgh's communities are a safer and have improved physical and social fabric.</p>
<b>Appendices</b>	<p>Appendix 1 - Leith Street Closure and Diversion Routes</p> <p>Appendix 2 - Stakeholder Engagement Responses and Enquiries</p>

# Leith Street – Closure Overview



## Single Phase

**Duration: 44 working weeks**

## Description of Work

Full closure (south) and Contraflow (north) for full installation of new utility infrastructure and complete reconstruction of Leith St under the closure.

## Infrastructure

### Footway

Widened eastern footway retained at all times

### Cycleway

Segregated 2way cycleway retained at all times

### Carriageway

Leith St (south) - closed between Calton Road & Waterloo Place

Leith St (north) - open 2 way at all times under contraflow

Calton Rd - reduced to 1 way from Leith St

Greenside Row - open 2 way at all times

Buses - All bus stops removed (i.e. no bus provision)

 Extent of Closure / Site Boundary

 Contraflow / Site Boundary

 Deep Excavation/Trench

 Pedestrian Footway

 Cycleway

 Carriageway



# Leith Street – Pedestrian, Cyclist & Local Access

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## **Footways**

- Provision of wider footpaths (than existing) adjacent to the enclosed worksite on the east side of Leith Street.
- Significantly improved pedestrian green time across Leith Street at the junction with Princes Street.

## **Cycleway**

- Segregated cycle route adjacent to the enclosed worksite on Leith Street.

## **Buses**

- No bus services operate on Leith Street, revised bus services via gyratory and York Place with bus stop provision to be provided on diversion route.

## **Local Access**

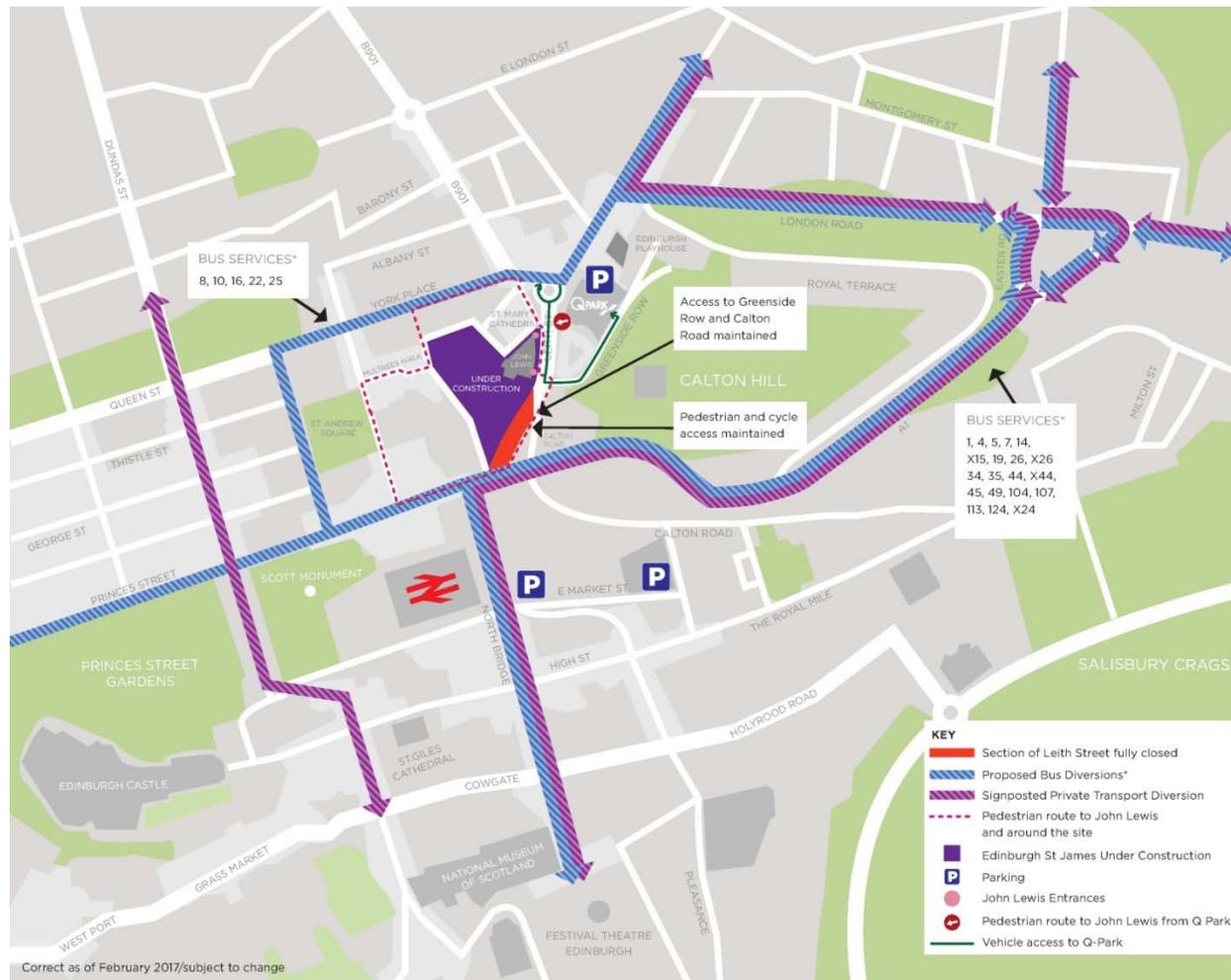
- Low risk of congestion for local access to businesses and properties on Leith Street under (relatively) low traffic volumes – only between Greenside Row and Picardy Place.
- Local loading provisions on Calton Road which will be one-way southbound.

## **Emergency Access**

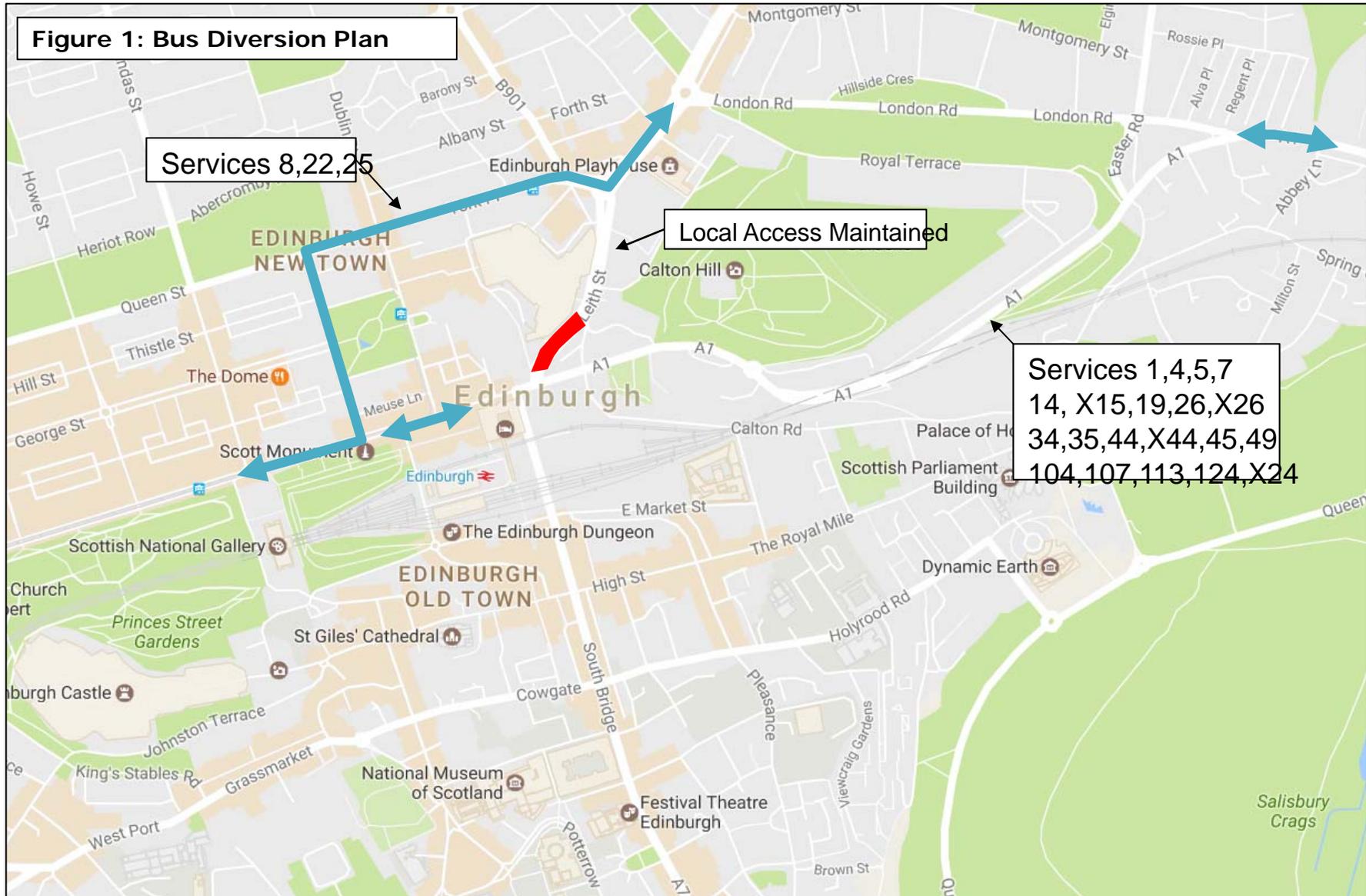
- Emergency services access maintained through the proposed enclosed worksite.



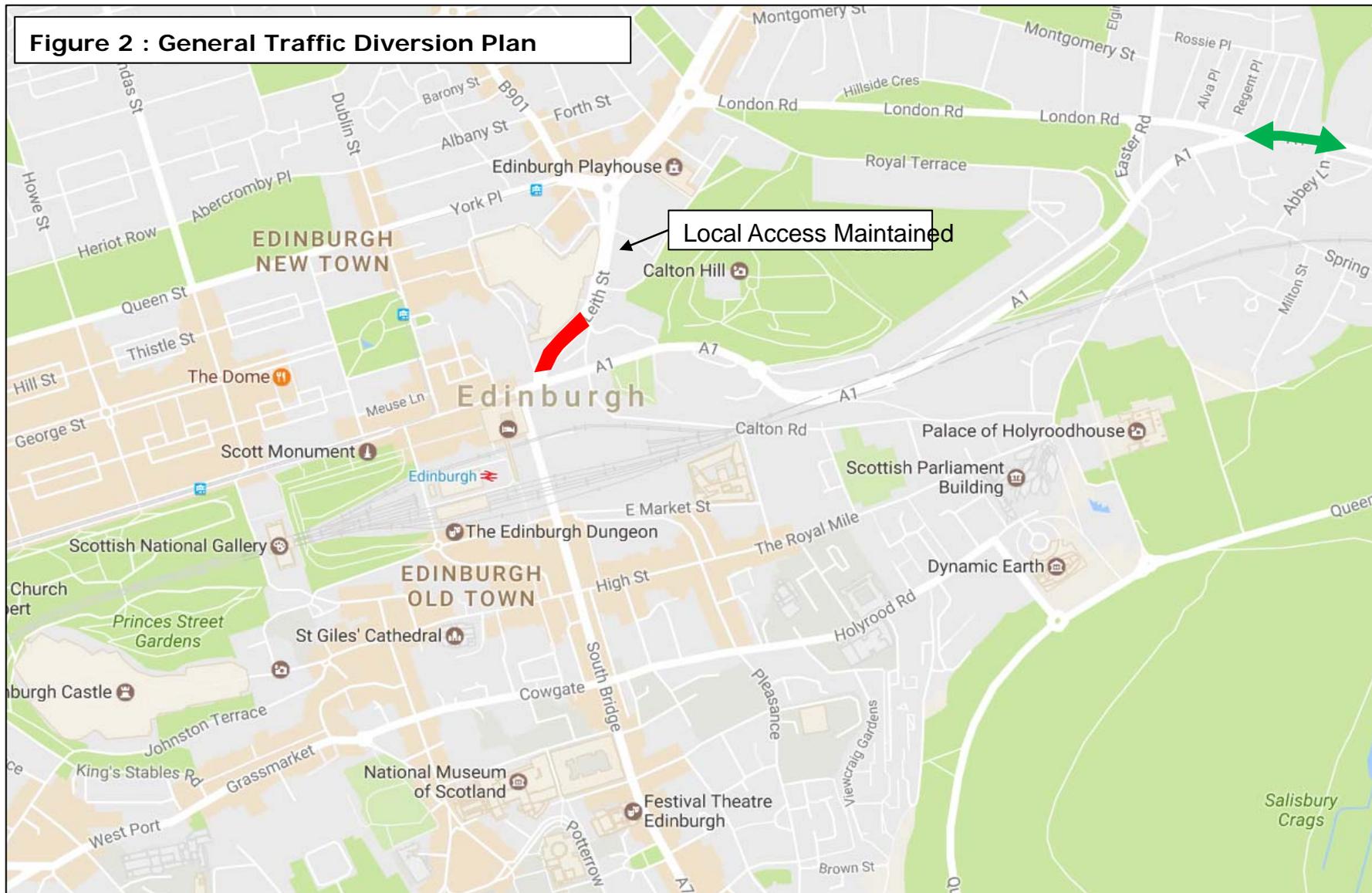
# Leith Street – Diversion Routes



# Traffic Modelling– Bus Diversion

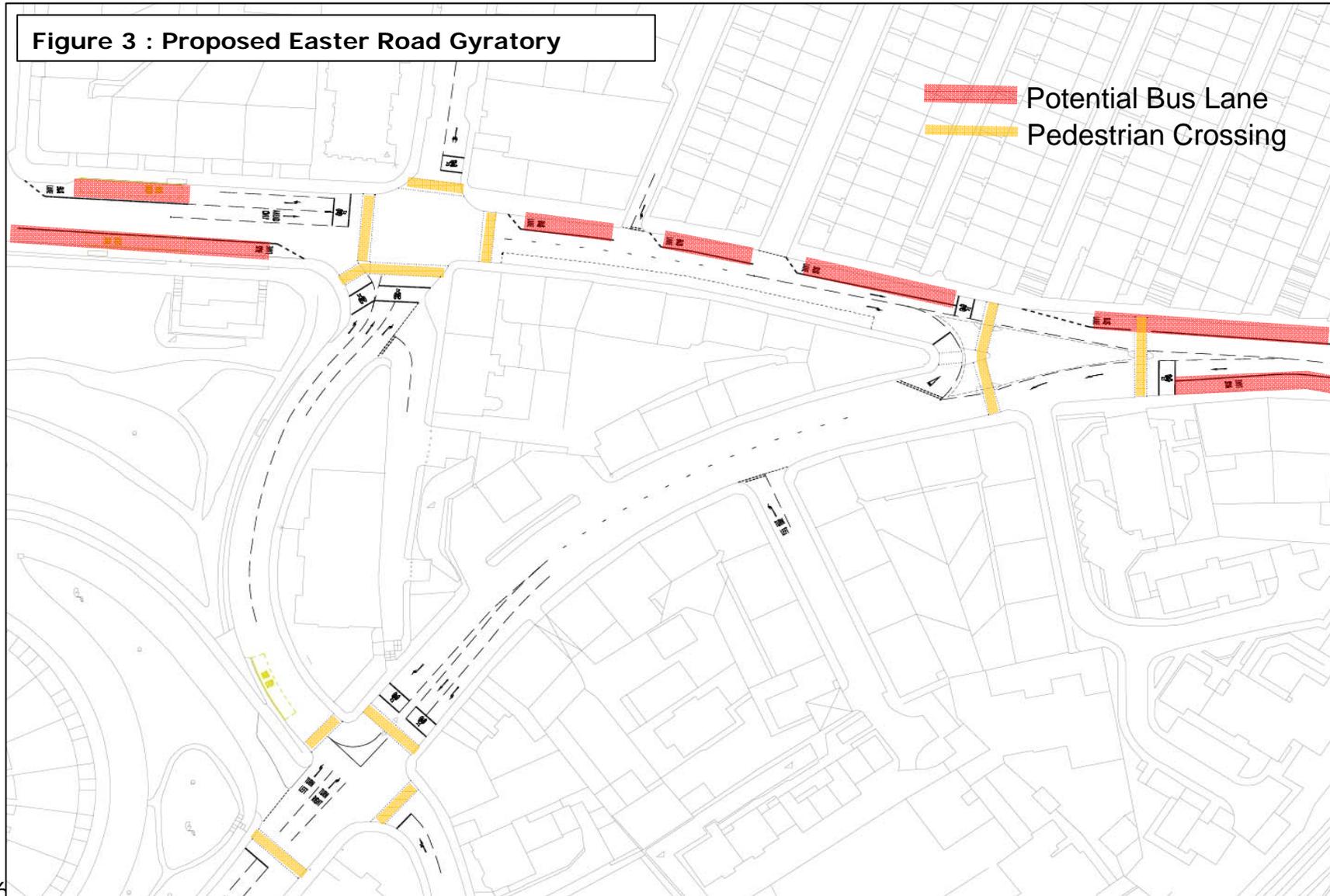


# Traffic Modelling – General Traffic Diversion

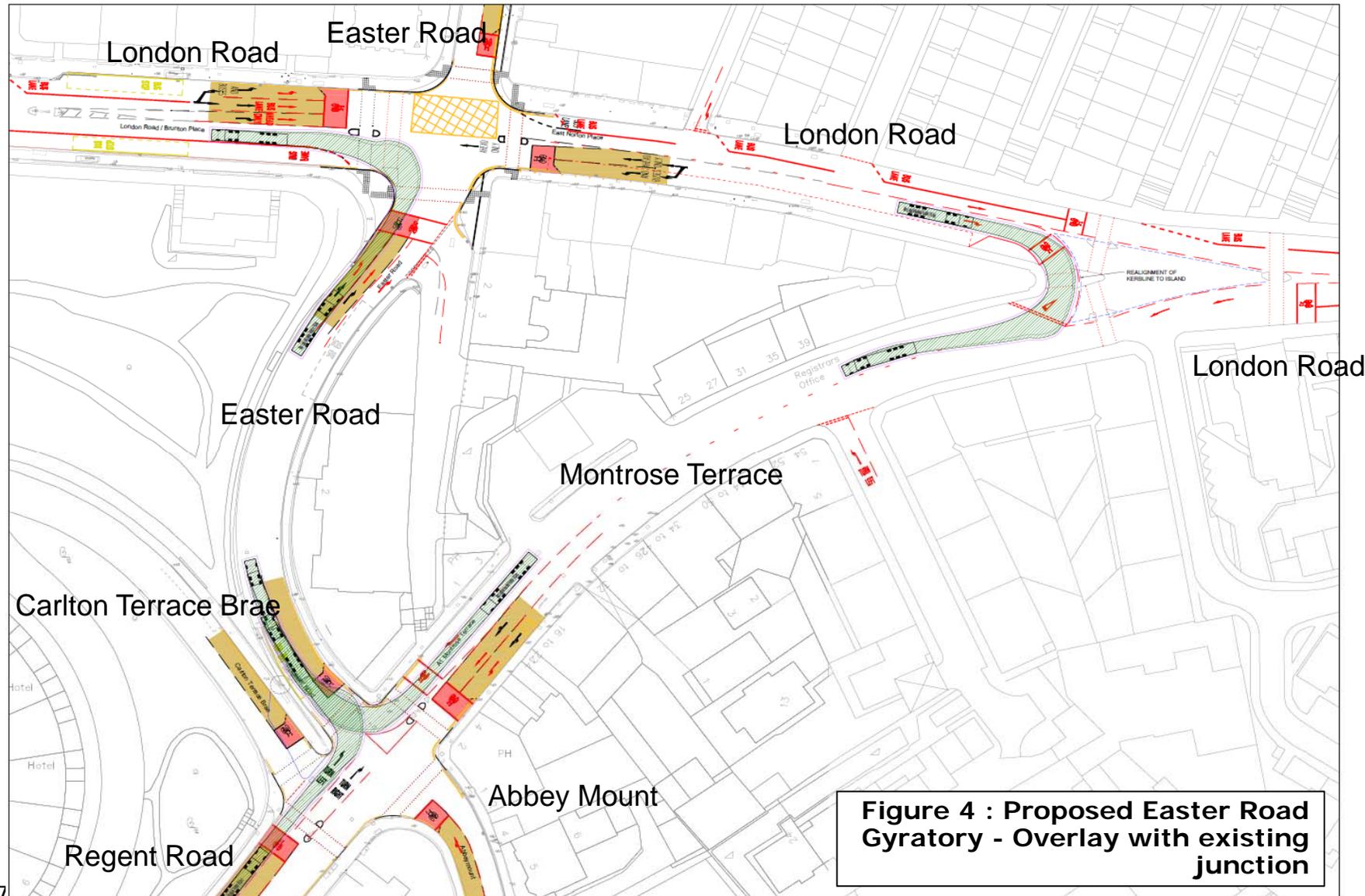


# Traffic Modelling – Proposed East Road Gyratory

Figure 3 : Proposed Easter Road Gyratory



# Traffic Modelling – Proposed East Road Gyratory



## 5. Responses and Enquiries

Stakeholders were given the opportunity to email members of the Edinburgh St. James Team (esjcommunity@laingorourke.com) with any questions, comments or queries they may have – with the assurance that an answer would be given as soon as possible. Below is a table detailing questions asked, and the responses given by the Edinburgh St James team. This is a summary of responses at the time of writing the report.

Date	Enquiry	Response	Outcome
1/3/17	Entry and exit arrangements for Omni car park?	Confirmed that access to Q Park from Leith Street will be maintained as the road closure starts after the Greenside Row turn from Leith Street.	<i>"Thanks for that"</i>
2/3/17	Access to Omni car park and duration of closure?	Confirmed that access to Q Park from Leith Street will be maintained as the road closure starts after the Greenside Row turn from Leith Street and that the closure will be for 44 weeks.	
2/3/17	What happens to access to Q Park during closure? Two way access to Greenside Row maintained?	Confirmed that access to Q Park from Leith Street will be maintained as the road closure starts after the Greenside Row turn from Leith Street.	<i>"Thanks again All clear."</i>
2/3/17	Will closure affect entry into Q Park from Leith Street?	Confirmed that access to Q Park from Leith Street will be maintained as the road closure starts after the Greenside Row turn from Leith Street.	<i>"thanks for this."</i>
2/3/17	Explain why the proposals detailed in the press differ so much from those you sent to me last week?	Confirmed that the information provided last week was in relation to the upcoming utility works on Leith Street, specifically gas and water installation starting later this month, and is still valid. The full closure of Leith Street reported in the press will follow in September.	



3/3/17	Plans for pedestrian access from the station to the Omni via Carlton Road?	Confirmed that pedestrian access is maintained to Calton Road during the closure.	
3/3/17	Leith Street only closed in the section from Greenside Row to Princes Street with effect from Sept 2017 for 40 weeks?	Confirmation of location of road closure location and duration.	
3/3/17	Greenside Row is the only access touring trucks have to bring in their shows and 24/7 access is required (turnaround of up to 12 x 40ft articulated trucks for any one show with a mix of weekly and daily turnarounds). Confirm what measures will be taken, and perhaps include a map so that we can send this to the touring companies who are coming to us after August so that they can be prepared for arrival.	Confirmation of road closure location and no disruption to Theatre operations.	
6/3/17	Will there still be access / egress permitted to and from the car park underneath the Omni throughout this period and if so from where?	Confirmed that access to Q Park from Leith Street will be maintained as the road closure starts after the Greenside Row turn from Leith Street.	
6/3/17	Confirm that closure has been agreed by emergency services and Council?	Confirmed closure has been reviewed and approved by the Traffic Management Review Panel which includes the emergency services as well as the CEC roads officers and other statutory stakeholders. We have received sign off on these proposals; however the matter has been referred to the Transport and Environment committee for final acceptance later in March.	
6/3/17	Possible to see a bit more detail on the planned road closures for Leith Street? i.e. specific drawings	Map shared and confirmation of access to Greenside Row and parking in Q Park.	
7/3/17	Plans for alternative access to/from the Omni Centre car park during this period?	Access to Greenside Row to Q Park maintained throughout.	
8/3/17	Will the Omni Greenside car park will still be in operation/have access? If not, are other car park facilities being put in place and if so,	Access to Greenside Row to Q Park maintained throughout.	



	where and when?		
8/3/17	<p>National Records of Scotland twice daily record transportation service across our estate - General Register House EH1 3YY is the principal site with public access. Our key stakeholders include Scottish Parliament; Scottish Courts Service; Registers of Scotland and the business is official and time sensitive. Can you advise how you view the impact on our service and offer any advice and guidance and assistance for our future operations?</p> <p>The principal record transport service (small van just moving to electric and awaiting delivery of grey Nissan e-NV 200) is on site at General Register House between 08.30am-09.30am and in the afternoon between 13.30-14.30. There are some variations due to traffic and depending on what is required for retransmission or if there are any urgent requests but this broadly covers our times. These are only the standard times, there are occasions when we access out with the normal timetable and we need 24 hours access for business contingency planning given we hold the national archival collections within the store rooms.</p>	<p>Map of closure provided to help assist planning in addition to CEC South East Locality Transport and Environment Manage) response putting them in touch with the project. Stakeholder added to project Stakeholder Matrix to receive future updates in relation to Leith Street.</p>	<p><i>"Thank you for your quick and open response to my query"</i></p>
9/3/17	<p>Looking for more information on bus diversions ahead of Neighbourhood Information Forum.</p>	<p>Map of bus diversions sent.</p>	
8/3/17	<p>Disruption to office services? Levels of noise/vibration to be anticipated? Locations of 9 trenches and durations so meeting scheduling can be planned? Will office windows still be able to be cleaned from the pavement using a scissor lift during</p>	<p>Follow-up meeting planned for 15/3/17</p>	<p><i>"Thanks again for that. I commend the level of information you have provided"</i></p>



	the closure? Will facade remedial repairs be able to be undertaken during the closure?		
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