

Traffic Regulation Orders Sub-Committee

10.00am, Tuesday 16 December 2025

One Way Streets Exemptions for Cyclists, Batch One – TRO/24/27

Decision/scrutiny Wards	Decision 11 - City Centre 15 - Southside/Newington
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1. Recommendations

- 1.1 Traffic Regulation Orders Sub-Committee is asked to set aside the objections received to TRO/24/27 and agree to make the Traffic Regulation Order (TRO) as advertised.

Gareth Barwell

Corporate Director of Place

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Report

One Way Streets Exemptions for Cyclists, Batch One – TRO/24/27

2. Executive Summary

- 2.1 This report seeks approval to set aside the objections received during the formal advertising of TRO/24/27 and to proceed with making the Traffic Regulation Order (TRO) as advertised.

3. Background

- 3.1 The One-Way Street Exemptions project aims to enable contraflow cycling on existing one-way streets in Edinburgh where it is safe to do so.
- 3.2 The objectives of the project are:
 - 3.2.1 To improve the connectivity of the cycling network by creating more active travel links;
 - 3.2.2 To improve road safety on one-way streets and associated junctions;
 - 3.2.3 To facilitate growth in cycling by making it safer and more attractive; and
 - 3.2.4 To reduce illegal behaviour by cyclists.
- 3.3 The project forms part of the Council's 10-year City Mobility Plan Capital Investment Programme, which was approved by the Transport and Environment Committee on 22 May 2025.
- 3.4 The project will be delivered in a phased manner over several years, in a series of batches. This report concerns eight streets that make up Batch One. Additional TROs will be promoted for future batches and these will be the subject of further reports to the Traffic Regulation Orders Sub-Committee, as and when required.
- 3.5 No changes to parking restrictions are proposed as part of the implementation of Batch One.
- 3.6 The TRO was proposed under powers granted to local roads authorities by the Road Traffic Regulation Act 1984. The detailed process for making a TRO is set out in the Local Authorities Traffic Orders (Procedure) (Scotland) Regulations 1999 (the “1999 Regulations”). The 1999 Regulations provide that where objections to the

proposed TRO measures are received, the roads authority must consider those objections before determining whether to make the order.

- 3.7 Paragraph 86 of Appendix 6 of the Council's [Scheme of Delegation to Officers](#) delegates authority to the Executive Director of Place to make traffic orders where there have been no more than six objections received from the public (or, where the order includes locations in different streets, no more than six objections per location) and where there have been no statutory objections. In all other circumstances, objections are referred to the relevant Committee for a decision on how to proceed.
- 3.8 This TRO has been referred to the Traffic Regulation Orders Sub-Committee as more than six objections have been received from the public to the proposals for one street. In addition, objections were received to the proposals for three streets from statutory consultees.
- 3.9 In these circumstances, the Sub-Committee may either:
 - 3.9.1 Approve the TRO as advertised;
 - 3.9.2 Approve the TRO with minor modifications. Provided such modifications would not extend the application of the order or increase the stringency of any prohibition or restriction contained in it (Regulation 10 of the 1999 Regulations);
 - 3.9.3 Direct that a public hearing is to be held on the proposed TRO, in terms of Regulation 8 of the 1999 Regulations, chaired by an Independent Person;
 - 3.9.4 Approve making the TRO in part; or
 - 3.9.5 Refuse the TRO.

4. Main report

- 4.1 In accordance with legislative requirements relating to traffic orders, the Council carried out an initial consultation for TRO/24/27 with statutory consultees in January 2025. The draft TRO was subsequently advertised on 11 July 2025, at which point those interested in the proposals were invited to make their views known to the Council.
- 4.2 Proposals in TRO/24/27 would exempt pedal cycles from existing one-way orders. The proposals would be introduced, alongside complementary measures such as additional signage and road markings, on the following streets:
 - 4.2.1 Cassel's Lane;
 - 4.2.2 Circus Lane;
 - 4.2.3 Drummond Street;
 - 4.2.4 Richmond Lane;
 - 4.2.5 Rose Street;

- 4.2.6 Simpson Loan;
- 4.2.7 Thistle Street; and
- 4.2.8 Wishaw Terrace.

4.3 The following representations were received from members of the public or organisations during the statutory advertising period:

- 4.3.1 Representations objecting to measures in the order – 10 received;
- 4.3.2 Representations commenting in support of measures in the order – 16 received; and
- 4.3.3 Additional response containing an enquiry – one received.

4.4 Seven of the objections received were from members of the public, with the remaining three being from organisations considered to be statutory consultees for the purposes of this Traffic Regulation Order (the Edinburgh Access Panel, Living Streets and the New Town and Broughton Community Council). Some representations included objections to the proposals for more than one location included in the order.

4.5 Objections were received to the proposals for Rose Street, Thistle Street and Richmond Lane:

- 4.5.1 10 objections were received in relation to the proposals for Rose Street, including objections from Edinburgh Access Panel, Living Streets and the New Town and Broughton Community Council;
- 4.5.2 Six objections were received in relation to the proposals for Thistle Street, including an objection from the New Town and Broughton Community Council; and
- 4.5.3 The Edinburgh Access Panel submitted a general objection to proposals for any location where there is not physical segregation of pedestrians from cyclists and vehicles. There are two such locations; Rose Street and Richmond Lane, a section of which has no footway.

4.6 No objections were received to the proposals for Cassel's Lane, Circus Lane, Drummond Street, Simpson Loan and Wishaw Terrace.

4.7 The issues raised most commonly in the objections were:

- 4.7.1 Concerns about the potential for conflict between cyclists and pedestrians (raised in ten objections);
- 4.7.2 Concern that Rose Street is proposed as a diversion route during construction of the George St project (raised in five objections);
- 4.7.3 Concerns that the narrow footway on Thistle Street might force pedestrians into road, bringing them into potential conflict with people cycling (raised in five objections);
- 4.7.4 Concern that no Road Safety Audit had been undertaken for the proposals (raised in four objections);

- 4.7.5 Concern about the poor state of road surfaces in the streets included in the order (raised in four objections); and
- 4.7.6 Concern over the potential for outdoor seating areas and street furniture on Rose Street to increase the risk of conflict between people walking, wheeling and cycling (raised in four objections).

4.8 All other issues raised were limited to a single objection.

4.9 The Council's responses to the above issues are as follows:

- 4.9.1 Cyclists are already legally permitted to travel along all of these streets in the same direction as vehicular traffic. The proposals do not introduce cycling into any street where this does not already occur. The risk of conflict on these streets between cyclists and pedestrians is considered to be low as cyclists are likely to be travelling at low speeds, for a variety of reasons, and advanced visibility is generally good;
- 4.9.2 Rose Street is not proposed to be used as a diversion route for cyclists during construction of the George Street project;
- 4.9.3 Cyclists are already legally permitted to travel along Thistle Street in the same direction as vehicular traffic. The risk of conflict between cyclists and pedestrians is considered to be low as cyclists are likely to be travelling at low speeds, advanced visibility is generally good and any pedestrian stepping onto the road should be aware that this is a space used by motor vehicles.
- 4.9.4 A Stage 2 Road Safety Audit (RSA) has been undertaken for the designs for all streets. A Stage 3 RSA will be undertaken post-implementation.
- 4.9.5 Cyclists are already legally permitted to travel along all of these streets in the same direction as vehicular traffic. The proposals do not introduce cycling into any street where this does not already occur. The risk of any areas of poor surfacing distracting a cyclist are considered to be low as cyclists are likely to be travelling at low speeds and advanced visibility is generally good.
- 4.9.6 Cyclists are already legally permitted to travel along Rose Street in the same direction as vehicular traffic. While outdoor seating areas and street furniture do narrow the space at some locations, the Road Safety Audit did not highlight this as a problem. The risk of conflict is considered to be low as cyclists are likely to be travelling at low speeds and advanced visibility is generally good.

- 4.10 The draft order is presented in Appendix 1. Plans of the proposals for the three streets for which objections were received are presented in Appendix 2.
- 4.11 Further information on representations received, including the full text responses that were submitted, are provided for consideration in Appendices 3, 4 and 6.
- 4.12 Further detail of the main objection themes and the Council's responses are represented in Appendix 5.

5. Next Steps

- 5.1 The Council has complied with the legal requirements of the TRO process to date and the Sub-Committee can therefore proceed to determine whether to make the TRO.
- 5.2 The objections have been considered and are detailed above and within the appendices to this report. Officers consider the range of inherent benefits associated with introducing these changes, in line with approved Council policy, outweigh the issues raised in the objections. Officers therefore recommend that the Sub-Committee sets aside the objections received and agrees to make the TRO as advertised.
- 5.3 If the report recommendations are approved, a permanent TRO will be made and, following this, the proposed changes will be implemented.

6. Financial impact

- 6.1 Costs involved in processing TRO/24/27 and implementing the changes will be met from funding allocated towards the delivery of Active Travel improvements within the City Mobility Plan Capital Investment Programme.
- 6.2 An external funding award of £160,000 from Transport Scotland's Active Travel Infrastructure Fund is in place to support delivery of Batches One and Two of the project.

7. Key Policies

Equality and Poverty

- 7.1 An [Integrated Impact Assessment](#) has been undertaken for the One Way Streets Exemptions project. The IIA is available on the Council website and was most recently updated in September 2025
- 7.2 Positive impacts are expected for people on cycles, due to increased number of safe route choices across the city. Reducing the barriers to cycling for everyday journeys will positively impact groups less likely to cycle, including women, minority ethnic people, older people, and disabled people.
- 7.3 Changes to junctions and the introduction of contraflow cycling may impact some groups, including visually impaired people who have learnt to navigate junctions and streets in a certain way. Consideration will be given to erecting 'Cyclists Dismount' signs to avoid confusion at busier pedestrian crossings. Rose Street will also be monitored and 'Share with Care' signs will be installed should there be reports of conflict between cyclists and pedestrians.

Climate and Nature Emergencies

- 7.4 As a public body, the Council has statutory duties relating to climate emissions and biodiversity. The Council:

“must, in exercising its functions, act in the way best calculated to contribute to the delivery of emissions reduction targets”

(Climate Change (Emissions Reductions Targets) (Scotland) Act 2019), and

“in exercising any functions, to further the conservation of biodiversity so far as it is consistent with the proper exercise of those functions”

(Nature Conservation (Scotland) Act 2004)

7.5 The City of Edinburgh Council declared a Climate Emergency in 2019 and committed to work towards a target of net zero emissions by 2030 for both city and corporate emissions, and embedded this as a core priority of the Council Business Plan 2023-27. The Council also declared a Nature Emergency in 2023.

Environmental Impacts

7.6 The impacts of this report have been considered in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties and the outcomes are summarised below. Relevant Council sustainable development policies have been taken into account and are noted under Background Reading later in this report.

7.7 Reducing the barriers to cycling for everyday journeys promotes a healthy and sustainable environment by encouraging more people to cycle instead of using their cars. It is expected that this will help to improve air quality and reduce carbon emissions.

7.8 Measures under this TRO align with Our Future Streets: circulation plan, the City Mobility Plan, and wider council policies to meet net zero goals.

7.9 Contraflow cycling is supported by the Edinburgh Street Design Guidance 2022 which states that: “There will be a presumption that all streets will be two-way for cyclists. Where one-way streets are implemented to manage motor traffic, cyclists should always be exempted from the one-way restriction. The only exceptions are likely to be very busy one-way streets with no scope for a safe contraflow facility.”

Housing Emergency

7.10 There are no direct implications associated to the housing emergency arising from the recommendations of this report.

8. Risk, compliance, governance and community impact

8.1 The legal processes associated with TRO/24/27 have been conducted in accordance with statutory requirements set out in The Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999 and in line with the Road Traffic Act 1984, as amended.

8.2 This process includes a pre-TRO consultation period during which statutory bodies, Community Councils, local resident and amenity groups, the emergency services

and other stakeholders are notified in advance of the Council's intention to make the TRO.

8.3 This is followed by a statutory consultation period during which the TRO is formally advertised online, via the local press, and on street notices erected in affected streets. Community Councils and Councillors are also informed of proposals. These methods increase awareness among residents and businesses of the proposals and provides the opportunity for people to formally object to or comment on the proposals.

9. Background reading/external references

- 9.1 [City Mobility Plan 2021-2030, Implementation Plan and Delivery Actions for Active Travel](#)
- 9.2 [Our Future Streets](#)
- 9.3 [City Mobility Plan Capital Investment Programme](#)
- 9.4 [Edinburgh Street Design Guidance- Factsheet May 2022](#)
- 9.5 [Integrated Impact Assessment](#)

10. Appendices

Appendix 1 Draft Traffic Regulation Order

Appendix 2 Plans of Proposals

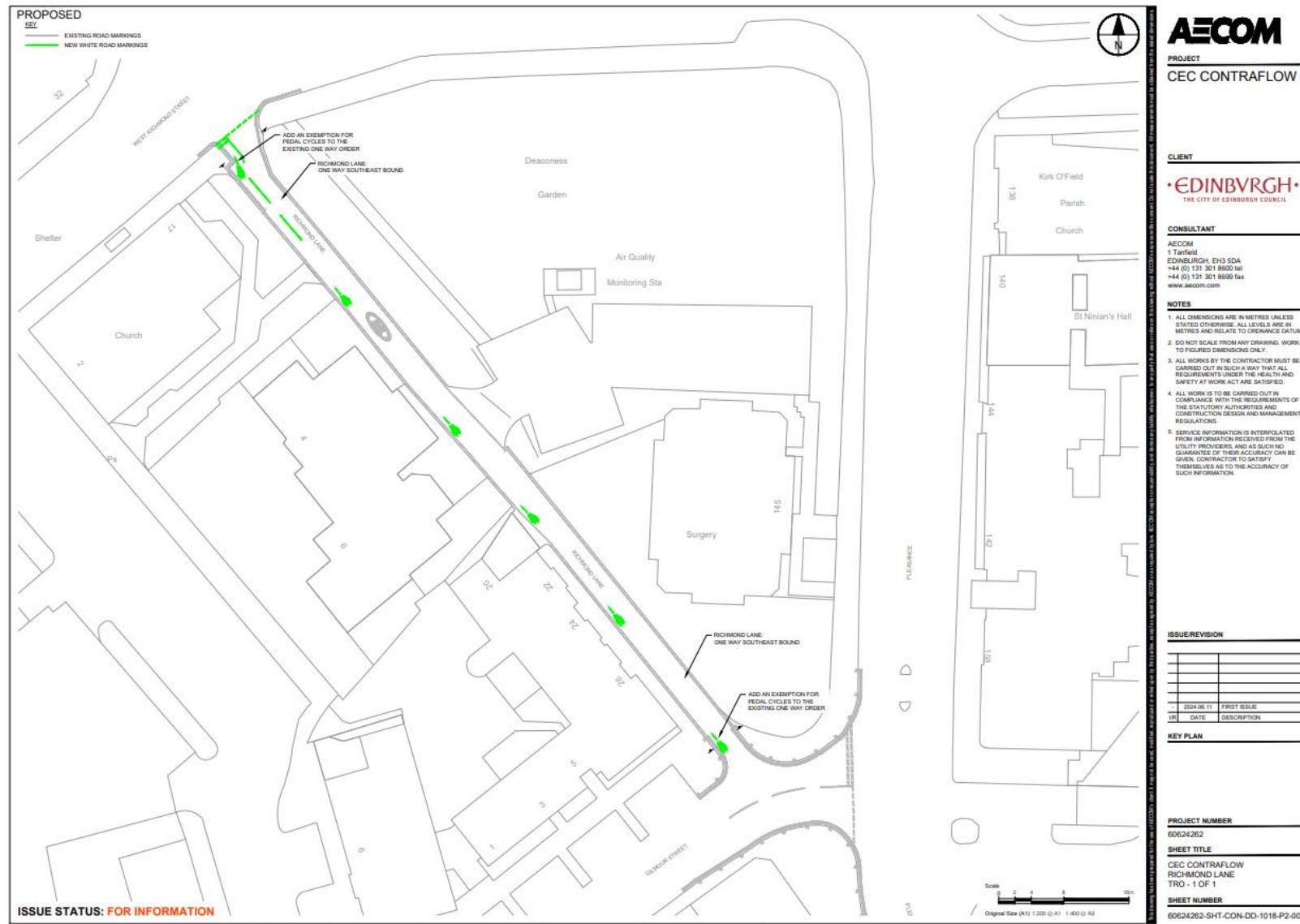
Appendix 3 Representations received – Objections

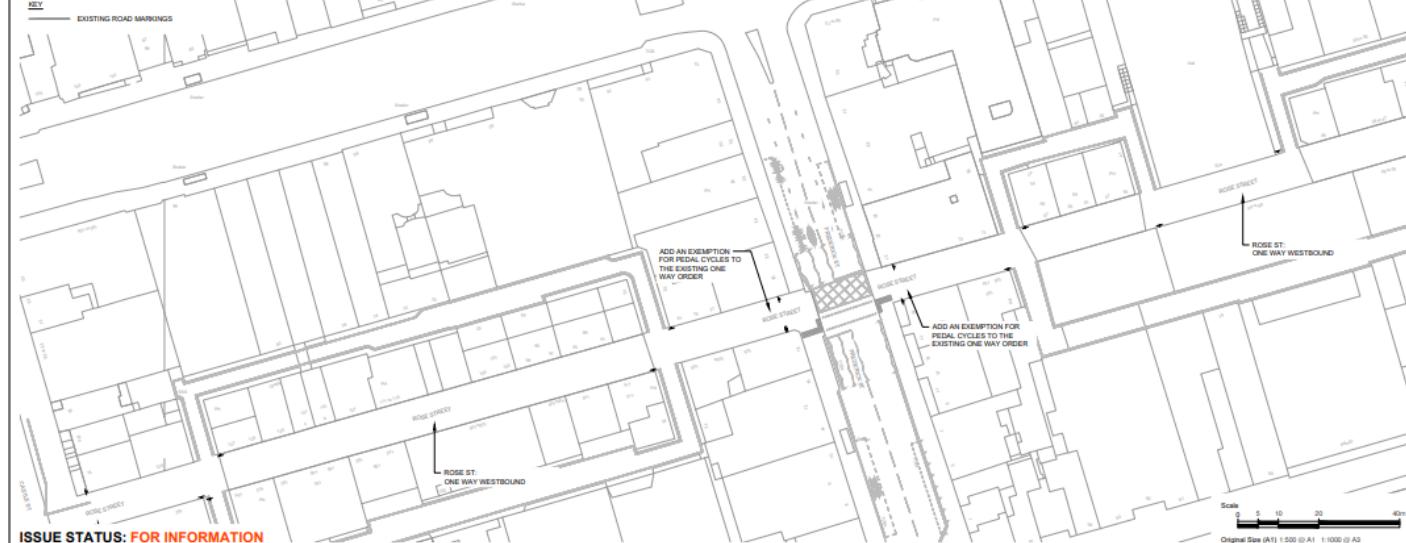
Appendix 4 Representations received – Objections from Statutory Consultees

Appendix 5 Main Objection Themes

Appendix 6 Representations received – Supportive Comments

Appendix 2 Plans of Proposals

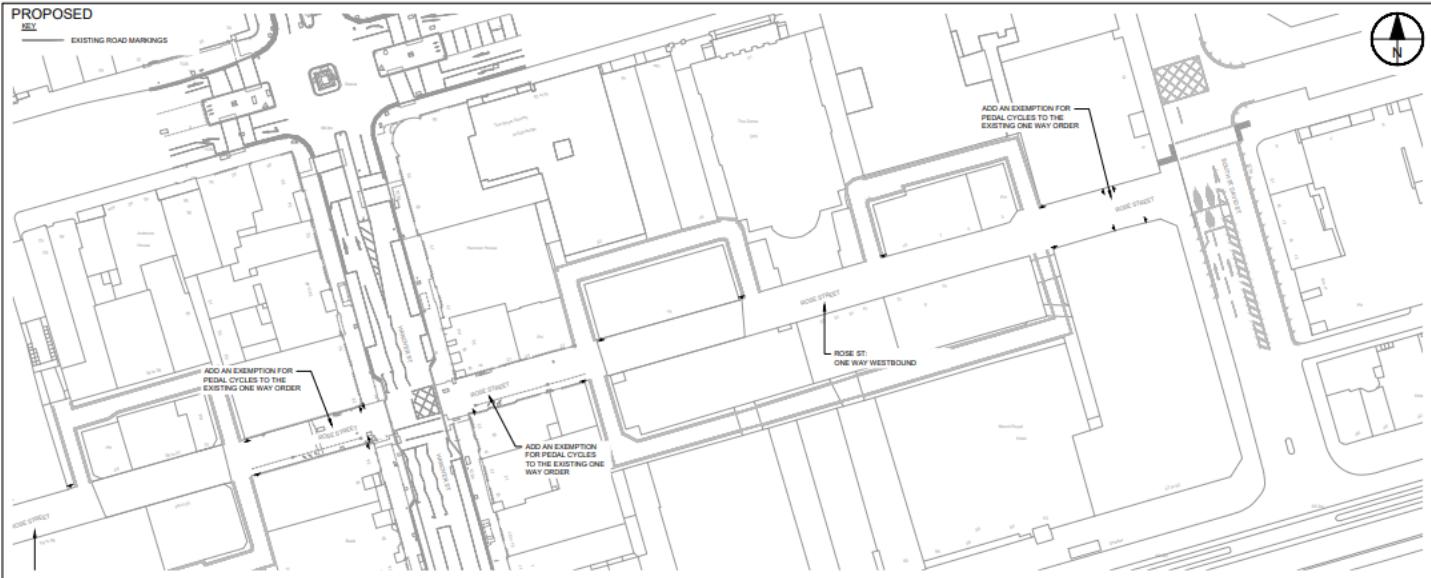


PROPOSED**PROPOSED**

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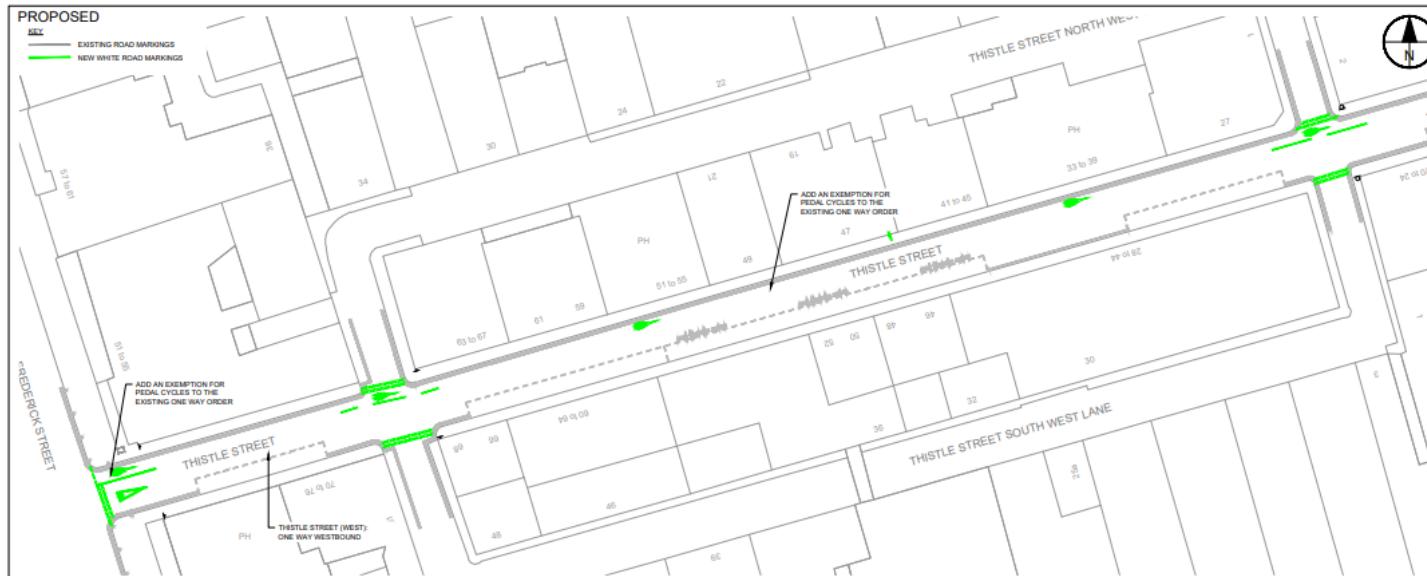
PROPOSED

EXISTING ROAD MARKINGS



ISSUE STATUS: FOR INFORMATION

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Original Size (A1) 1:500 @ A1 1:1000 @ A3



AECOM

PROJECT
CEC CONTRAFLOW

CLIENT

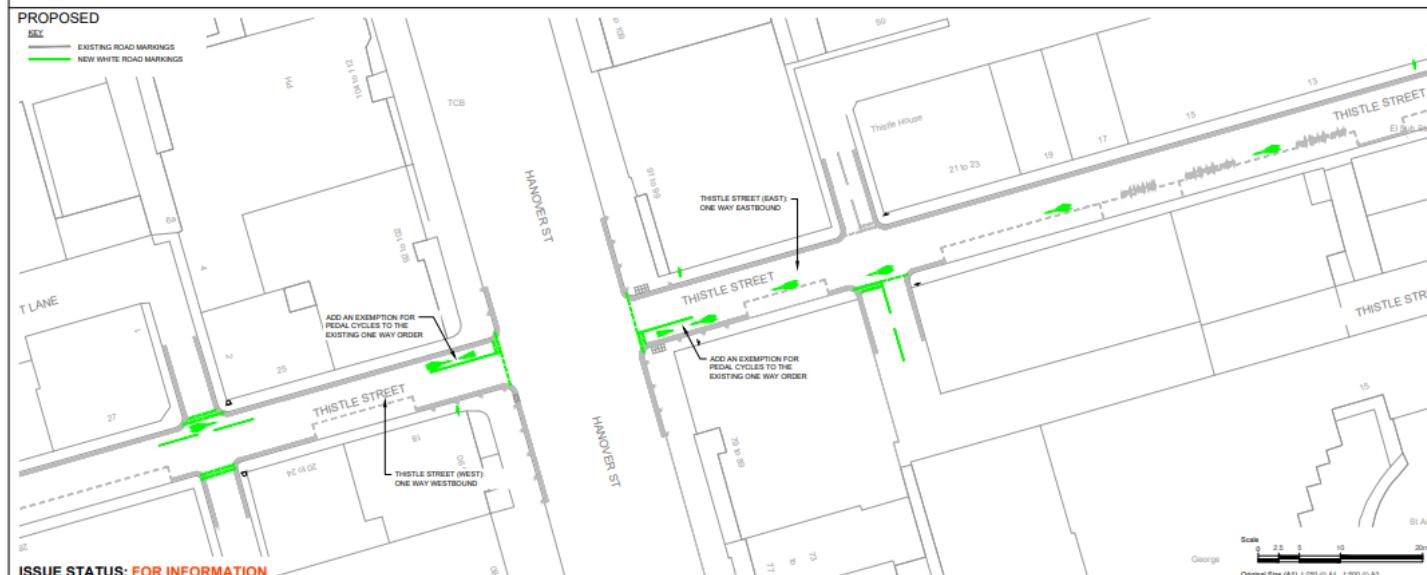
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NOTES

1. ALL DIMENSIONS ARE IN METRES UNLESS STATED OTHERWISE. ALL LEVEL ARE MEASURED AND RELATED TO ORDNANCE DATUM.
2. DO NOT SCALE FROM ANY DRAWING. WORK TO FIGURED DIMENSIONS ONLY.
3. ALL WORKS BY THE CONTRACTOR MUST BE CARRIED OUT IN ACCORDANCE WITH THE REQUIREMENTS UNDER THE HEALTH AND SAFETY AT WORK ACT ARE SATISFIED.
4. ALL WORK IS TO BE CARRIED OUT IN COMPLIANCE WITH THE REQUIREMENTS OF THE STATUTORY AUTHORITIES AND CONSTRUCTION DESIGN AND MANAGEMENT REGULATIONS.
5. SERVICE INFORMATION IS INTERPOLATED FROM INFORMATION RECEIVED FROM THE UTILITY PROVIDERS, AND AS SUCH NO GUARANTEE CAN BE MADE AS TO ITS ACCURACY. CONTRACTOR TO SATISFY THEMSELVES AS TO THE ACCURACY OF SUCH INFORMATION.



ISSUE/REVISION

1	2024.06.11	FIRST ISSUE
IR	DATE	DESCRIPTION

KEY PLAN

PROJECT NUMBER
60624262
SHEET TITLE
CEC CONTRAFLOW
THISTLE STREET
TRO-1 OF 2
SHEET NUMBER
60624262-SHT-CON-DD-1019-P2-001

Scale
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Original Size (A1) 1:250 (A1) 1:500 (A3)

George

Appendix 3 Representations Received – Objections

Objection Number	Objection Detail
O1	<p>I'm writing to object to this Traffic Regulation Order, as I do not agree with the proposal to permit two-way cycling on Rose Street.</p> <p>This is the nearest thing that Edinburgh has to a pedestrianised street and allowing contraflow cycling could result in the street being seen as an appropriate part of the CCWEL scheme. The street has high footfall, it's full of 'tables and chairs' and the council itself has acknowledged the significant risk of conflict between cyclists and pedestrians. This would encourage the street to be used by food couriers, many of whom use powered bicycles. There seems to have been no consideration of the potential impact of this measure on pedestrians, including disabled pedestrians, and no Equality Impact Assessment.</p> <p>I have no objection to exempting cyclists from one-way restrictions on streets in general, or on the other streets cited in the Order.</p>
O2	<p>The New Town and Broughton Community Council have drawn my attention to the proposals to provide exemptions for cyclists for Rose Street and Thistle Street. I had initially understood these were to be temporary but now believe the Council want to make them permanent in relation to the George Street proposals.</p> <p>My approach to life is quite simple - if possible live and let live, but in this case, I do think the introduction of cyclists onto a major pedestrian route (Rose Street) and a narrow well used one-way road with narrow pavements (Thistle Street) is the incorrect approach. I use Thistle Street and Rose Street regularly - indeed the latter only yesterday when in M&S. Coming out onto Rose Street, there is an area used by the Abbotsford Bar for outdoor seating. The refurbishment works at Jenners and the former Sainsburys are also narrowing the pedestrian way to under 2-3 metres. There were large crowds of pedestrians using Rose street - safely (which will no doubt increase over the summer particularly with the forthcoming Edinburgh Festival). I offer these as current and local examples of factors affecting Rose Street.</p> <p>Rose Street is a major pedestrian route used by many locals and tourists. Outdoor areas are many for bars, cafes, and restaurants and provides an attractive, safe and bustling setting for locals and visitors alike. The Council now wish to introduce cyclists into this mix which seems very strange and likely to increase health and safety concerns, conflict, and confusion for pedestrians on right of way and who goes where. I understand Rose Street is a priority walking area so why not adhere to your agreed policy and retain pedestrian priority use. Cyclists do not have to be allowed everywhere pedestrians go. Routes for cyclists - temporary and permanent should be identified elsewhere. I particularly cannot understand why you would not include designated cycle paths in any George Street proposals - wider street with plenty of room to accommodate pedestrians, cyclists plus outdoor cafe culture (if that is one aim) without impinging or overlapping on the other uses / users.</p>

	<p>Whilst I can understand the promotion of active travel, I do believe that on this occasion pedestrians must take the highest priority and you support a cycle-free scheme on Rose Street in particular. I do not believe it out with the bounds of the possible for the City Council to work with Cycling Scotland as the national body to come up with viable alternatives that allow all users a safe environment to walk or cycle.</p> <p>On the basis of these comments, I would formally object to the current proposals.</p>
O3	<p>I object to the proposed introduction of one-way exemptions for cyclists on Rose Street and Thistle Streets as proposed in TRO 24/27.</p> <p>Neither street is suitable for such exemptions. Introducing two way cycling on to these streets without the necessary infrastructure to ensure the proper segregation of pedestrians and cyclists will increase the risks to the safety of pedestrians using these streets. In particular, Rose Street is a largely pedestrianised area used by a large number of visitors to Edinburgh. The tables and chairs permits issued for this street have already reduced the space available for pedestrians and resulted in additional congestion of this shared space. Increasing the number of cyclists will create additional hazards and adversely impact pedestrian safety.</p> <p>Has a RSA been conducted for these specific changes and if so has it been published? If not, how has the impact of these changes been assessed and deemed to be safe?</p>
O4	<p>I am writing to object to the proposal to have 2 way cycling on Rose Street and Thistle Street.</p> <p>As a pedestrian, I am aware how busy Rose Street is with Edinburgh residents and visitors, the latter especially tending to be preoccupied with what they are doing, not looking out for bikes, let alone those going in both ways. They are often accompanied by children with all their accompanying unpredictability.</p> <p>Sadly, as a frequent cyclist, I am also aware of the degree of irresponsible cycling that goes on in the city with cyclists riding too fast, especially on heavy electric bikes, with poor consideration of pedestrians, or the law as regards pavements.</p> <p>Also as a cyclist I am aware of the poor road surface in both streets. It is frequently necessary to swerve round vicious faults and potholes when riding in Edinburgh and in a street full of pedestrians this is hazardous to everyone.</p> <p>I would be grateful for a re-think.</p> <p>Active transport is a great idea but as more people take to bikes, a campaign for responsible cycling is becoming urgent.</p>
O5	I wish to object to the advertised Traffic Regulation Order which would permit two-way cycling on Rose Street.

	<p>Integrating cyclists into a space primarily designed for pedestrians could lead to safety concerns between those cycling and walking/wheeling.</p>
O6	<p>I wish to raise serious concerns regarding plans to introduce contra-flow exemptions for cyclists in the city centre regarding one-way (Thistle Street) and pedestrianised (Rose Street) streets. In particular, my concern is that these changes do not properly consider the impact on the safety of pedestrians. I therefore strongly object to the planned changes to these two streets included in the proposed order on the basis of road safety.</p> <p>When the changes to Rose Street and Thistle Street were initially proposed, it was contended that this work was required to provide a temporary route for cyclists during the planned redevelopment of George Street. However, subsequently the Council's Transport and Environment Committee has agreed to retain two way cycling access along the entire street throughout the future redevelopment of George Street. The entire justification for proceeding with the planned changes to Thistle Street and Rose Street no longer pertains. The fact that the TRO has not been withdrawn indicates that due process is not being properly followed by the TRO Team. Whatever the original justification put forward, the proposals for Thistle Street and Rose Street would always present an adverse impact on the safety of pedestrians, and indeed of cyclists. I therefore make an objection to the proposed exemptions contained in TRO/24/27.</p> <p>Thistle Street</p> <p>This street is relatively narrow with pavements well below the expected ESDG minimums thereby requiring pedestrians to step into the street to avoid other pedestrians or obstacles while there is also parking along most of the south side of the street. The one-way nature of the street reduces the risk to pedestrians when stepping into the road. The setted road surface is in poor condition in many areas, which creates additional hazards for cyclists using the narrow streets in the opposite direction to the remaining traffic. The proposal is contrary to the travel hierarchy and fails to recognise the adverse impact of these plans on the safety of pedestrians and cyclists.</p> <p>Rose Street</p> <p>This is a largely pedestrianised area. It is designated in the Circulation Plan as a Primary Place location and part of the Primary Walking network. It is not designated as being part of either the primary or secondary cycling network. Although vehicles are allowed to use the street at certain times, the one-way nature of this access reduces the risk to pedestrians. In addition, the surface of much of Rose Street is in very poor condition creating hazards for cyclists and pedestrians seeking to avoid potholes. The introduction of a two-way cycle route in an already very congested pedestrianised area will increase the risk for pedestrians and is contrary to the travel hierarchy.</p>

	<p>General</p> <p>No information has been provided on whether a Road Safety Audit or other assessment of the risks to pedestrians and cyclists has been conducted. Given the nature of the proposed changes, a proper assessment of risks and understanding of the necessary mitigations should be available now to allow the consequences of these planned changes to be made explicit, the failure which to undertake is unacceptable.</p>
O7	<p>Objection to TRO/24/27 – Proposed introduction of one-way exemptions for cyclists – various roads, Edinburgh</p> <p>I have serious concerns about the plans to introduce contra-flow exemptions for cyclists to use various city centre one-way and pedestrianised streets. In particular, I consider that the impact on the safety of pedestrians has not been properly considered. I therefore strongly object to the planned changes to Rose Street and Thistle Street included in the proposed order on the basis of road safety.</p> <p>When the changes to Rose Street and Thistle Street were initially advertised, it was stated that this work was required to provide a temporary route for cyclists during the planned redevelopment of George Street. Since that time, the Transport and Environment Committee has agreed to retain two-way cycling access along the entire street throughout any future redevelopment of George Street. There is therefore no justification for proceeding with the planned changes to Thistle Street and Rose Street, especially given the adverse impact on pedestrians as outlined below.</p> <p>Rose Street</p> <p>This is largely pedestrianised area with restrictions on its use by vehicles and cyclists. Increasing cycle usage to this shared space will create additional hazards for all pedestrians but particularly for the many visitors who may be confused by the presence of cycles travelling in the opposite direction to other traffic. It is designated in the Council's Circulation Plan as a Primary Place location and part of the Primary Walking network. It is not designated as being part of either the primary or secondary cycling network. Although vehicles are allowed to use the street at certain times, the one-way nature of this access reduces the risk to pedestrians.</p> <p>I also note that the surface of much of Rose Street is in very poor condition creating hazards for cyclists and pedestrians seeking to avoid potholes. The introduction of a two-way cycle route in an already very congested pedestrianised area will increase the risk for pedestrians and is contrary to the travel hierarchy.</p> <p>Thistle Street</p> <p>This street is relatively narrow with pavements widths well below the expected Edinburgh Street Design Guidance minimums so requiring pedestrians to step into the street to avoid other pedestrians or obstacles. The one-way nature of the street reduces the risk to pedestrians when stepping into the road. The setted road surface is in</p>

poor condition in many areas, which creates additional hazards for cyclists using this narrow street in the opposite direction to other traffic.

The proposal is contrary to the travel hierarchy and fails to recognise the adverse impact of these plans on the safety of pedestrians and cyclists.

No information has been provided on whether a Road Safety Audit or other assessment of the risks to pedestrians and cyclists has been conducted.

Given the nature of the proposed changes, a proper assessment of risks and understanding of the necessary mitigations should be available now to allow the consequences of these planned changes to be clear.

Appendix 4 Representations Received – Statutory Consultees

Objection number	Objection Detail
SO1	<p>Edinburgh Access Panel's position is in line with Inclusive Mobility paragraph 4.6 which states:</p> <p>"Mixing pedestrians and cyclists should be avoided as far as possible, in order to reduce the potential for collisions or conflict..."</p> <p>Therefore we strongly object to proposals to allow two-way cycling on otherwise one-way streets unless there is effective physical segregation of pedestrians from both cyclists and vehicles. This segregation would typically be afforded by a pedestrian footway with a kerb that provides a level-change of at least 50mm to delineate the boundary of the footway for vision impaired pedestrians.</p> <p>In addition:</p> <ul style="list-style-type: none"> • There must be prominent signage and/or road-markings to make all road users, including pedestrians, aware that two-way cycling is now allowed. This signage must be installed at any junctions in the contraflow area as well as at either end. • Please bear in mind that introducing contraflow cycling might give rise to a requirement for pedestrian crossings owing to increased traffic volumes. • Parking opportunities, including opportunities for blue badge holders to park on single and double yellow lines, must not be eroded by the introduction of two-way cycling.
SO2	<p>Living Streets</p> <p>We object to the advertised Traffic Regulation Order (TRO/24/27) allowing two-way cycling on Rose Street. The idea of promoting two-way cycling on the street was raised in a report to the Transport and Environment Committee (TEC) on 30 January 2025, as a means to facilitate cycling across the city while the CCWEL route through George Street is not yet in place. We made our objection to this proposal at that time.</p> <p>The Council's own report recognised that "integrating cyclists into a space primarily designed for pedestrians presents challenges. The narrow width of Rose Street, combined with the high footfall at certain times, could lead to safety concerns between cycling and walking/wheeling. With no dedicated cycling infrastructure, conflict could be created between users."</p> <p>It is not appropriate in our view to encourage Rose Street - the closest thing Edinburgh currently has to a pedestrianised street - as a major cycle route. The proposal does not respect the Council's agreed travel hierarchy which places walking and wheeling first. The TRO is especially inappropriate given that the TEC recently decided</p>

	<p>that two way cycle access should be maintained on George Street itself during any redevelopment works.</p>
SO3	<p>Objection to TRO/24/27 – Proposed introduction of one-way exemptions for cyclists – various roads, Edinburgh</p> <p>The New Town and Broughton Community Council (NTBCC) has serious concerns about the plans to introduce contra-flow exemptions for cyclists to use various city centre one-way and pedestrianised streets. In particular, we consider that the impact on the safety of pedestrians has not been properly considered. We therefore strongly object to the planned changes to Rose Street and Thistle Street included in the proposed order on the basis of road safety.</p> <p>When the changes to Rose Street and Thistle Street were initially advertised, it was stated that this work was required to provide a temporary route for cyclists during the planned redevelopment of George Street. Since that time, the Transport and Environment Committee has agreed to retain two-way cycling access along the entire street throughout any future redevelopment of George Street. There is therefore no justification for proceeding with the planned changes to Thistle Street and Rose Street, especially given the adverse impact on pedestrians as outlined below.</p> <p>Rose Street</p> <p>This is largely pedestrianised area with restrictions on its use by vehicles and cyclists. Increasing cycle usage to this shared space will create additional hazards for all pedestrians but particularly for the many visitors who may be confused by the presence of cycles travelling in the opposite direction to other traffic. It is designated in the Council's Circulation Plan as a Primary Place location and part of the Primary Walking network. It is not designated as being part of either the primary or secondary cycling network. Although vehicles are allowed to use the street at certain times, the one-way nature of this access reduces the risk to pedestrians. We also note that the surface of much of Rose Street is in very poor condition creating hazards for cyclists and pedestrians seeking to avoid potholes. The introduction of a two-way cycle route in an already very congested pedestrianised area will increase the risk for pedestrians and is contrary to the travel hierarchy.</p> <p>Thistle Street</p> <p>This street is relatively narrow with pavements widths well below the expected Edinburgh Street Design Guidance minimums so requiring pedestrians to step into the street to avoid other pedestrians or obstacles. The one-way nature of the street reduces the risk to pedestrians when stepping into the road. The setted road surface is in poor condition in many areas, which creates additional hazards for cyclists using this narrow street in the opposite direction to other traffic. The proposal is contrary to the travel hierarchy and fails to recognise the adverse impact of these plans on the safety of pedestrians and cyclists.</p>

No information has been provided on whether a Road Safety Audit or other assessment of the risks to pedestrians and cyclists has been conducted. Given the nature of the proposed changes, a proper assessment of risks and understanding of the necessary mitigations should be available now to allow the consequences of these planned changes to be clear.

Appendix 5 Main Objection Themes

Theme Number	Objection Theme	Response	Action	No of Objections	Related Objection in Appendix 2/3
1	Concern that no Road Safety Audit undertaken	A Stage 2 Road Safety Audit (RSA) was completed for all locations in this project. No problems were identified within the RSA for Rose Street. Problems that were identified for other locations were addressed or were considered acceptable. A Stage 3 RSA will be undertaken post-implementation.	N/A	4	O3, O6, O7, SO3
2	Concern that no Equality Impact Assessment undertaken	An Integrated Impact Assessment (IIA) was completed for this project	N/A	1	O1
3	Conflict between cyclists and pedestrians	Cyclists are already legally permitted to travel along all of these streets in the same direction as vehicular traffic. The proposals do not introduce cycling into any street where this does not already occur. In all but Rose Street and part of Richmond Lane there are footways with kerbs that form a physical barrier between cyclists and pedestrians. In all locations the speed limit is 20mph and many streets are setted which further reduces cyclist speeds. Rose Street/Thistle Street are not expected to be used as through routes since there are parallel faster routes for cyclists (maintained during construction works on George Street). While there is no physical barrier on Rose Street, obstacles on the street, including higher footfall than other locations, are likely to reduce cycle speeds. Consideration will be given to erecting 'Cyclist Dismount' signs to avoid confusion at busier pedestrian crossings. The completed RSA identified no problems with Rose Street. The RSA for Thistle Street identified five problems and the	Monitor Rose Street and install 'share with care' signs should there be reports of conflict between cyclists and pedestrians	10	O1, O2, O3, O4, O5, O6, O7, SO1, SO2, SO3

		proposals were modified to address three of these. One of the remaining problems identified was a concern over poor road surfaces (refer to Theme 5 below). The final problem was the potential impact of vehicles parking too close to the junctions along the street. There are existing double yellow line waiting restrictions in place at all of these junctions which should be adequate to maintain visibility. In addition, the good advanced visibility along the street and the low speeds at which cyclists and vehicles are likely to be travelling mitigate any risk.			
4	Rose Street is proposed as a diversion for the George Street works	The Rose St contraflow is not intended as a diversion route during the George Street works and was not going to be signed as such. There will be a cycle route for the duration of construction provided by the contractor on George Street so there will likely be no unintended diversions of cyclists.	N/A	5	O2, O6, O7, SO2, SO3
5	Poor road surfaces	Cyclists are already legally permitted to travel along all of these streets in the same direction as vehicular traffic. The proposals do not introduce cycling into any street where this does not already occur. Poor road surfaces were identified in a number of locations (not on Rose Street). Although this might temporarily distract a cyclist it will also reduce speeds, therefore it was considered an acceptable risk given visibility is good and speeds are generally low at all locations.	Surface repairs are outwith the scope of this project, but defects will be reported to Roads Operations for prioritisation and repair as required	4	O4, O6, O7, SO3
6	Narrow footways on Thistle Street, below ESDG recommended minimum width - might force pedestrians into road	Cyclists are already legally permitted to travel along Thistle Street in the same direction as vehicular traffic. Pedestrians may step into the road to avoid obstacles on the footway into conflict with cycles. However, this was considered an acceptable risk given that: the road is straight with good visibility; it's a 20mph limit meaning lower speeds; cycles will be slowed due to the setted street; pedestrians are expecting vehicles to be using the road.	N/A	5	O2, O4, O6, O7, SO3

7	Tables, chairs and street furniture on Rose Street narrow available space	Cyclists are already legally permitted to travel along Rose Street in the same direction as vehicular traffic. While these obstacles narrow the space, the RSA did not highlight a problem on Rose Street, likely because the road is straight so visibility is good. The narrow space will reduce the speed of cyclists.	N/A	4	O1, O2, O3, SO2,
8	Prominent signage must be provided	All locations will have the appropriate legal signage.	Monitor Rose Street and install 'share with care' signs should there be reports of conflict between cyclists and pedestrians	1	SO1
9	Parking opportunities, including opportunities for blue badge holders to park on single and double yellow lines, must not be eroded	No parking is removed in Batch 1 of OWSE.	N/A	1	SO1
10	Pedestrian crossings might need to be added to make cycle routes safe	It is not considered that additional pedestrian crossings are required on any of these streets as a result of the formal introduction of contraflow cycle traffic.	N/A	1	SO1
11	The Council's agreed travel hierarchy places walking and wheeling first	Pedestrians remain at the top of the hierarchy for each location, we do not expect the risk of conflict between pedestrians and cyclists to be substantially increased by these proposals. The RSA process identifies potential risks and the project team have considered these and responded where necessary.	N/A	1	SO2

Appendix 6 Representations Received – Supportive Comments

Support number	Support Detail
S1	<p>Thank you for drawing the updated details for TRO/24/27 to my attention. I would like to comment that I fully support these changes.</p> <p>I'm not sure if this is the place to say so but I would encourage you to include more streets in future, the first ones to come to mind are those around Stockbridge such as Raeburn Place.</p>
S2	<p>I write as an individual in support of the above Order.</p> <p>I am moved to write because of the misrepresentation taking place over the Rose Street proposal. Reasoned comment and objection is always to be welcomed, but misrepresentation is neither.</p> <p>Many appear to have been led to believe there will be a physical cycle lane, whilst Living Streets claim this is intended to be a 'major cycle route.' Both are clearly untrue.</p> <p>All the Council proposes is to allow contraflow cycling - not to sign or designate this as a major cycle route, or to introduce physical measures encouraging cyclists to use Rose Street as would be necessary if it was intended to be a significant cycle route.</p> <p>Cycling in the other direction has been permitted for many years, with no problems of which I am aware. I take advantage of this to access premises in Rose Street maybe 3 or so times a year. I note that the number of people cycling is low, and those that I do see on bikes are generally very respectful of pedestrians. There is no reason to think that being able to cycle legally in the other direction will be any different.</p> <p>I imagine most people who cycle in Rose Street are doing so to access premises (and indeed Tiso has bike parking outside). Anyone wishing and able to cycle at more than slow speed or wishing a through route is almost certainly going to use either Princes Street or George Street, rather than detouring to Rose Street (it does not start or end as part of a through route) and then having to cycle slowly in order to take care of pedestrians.</p>
S3	<p>I write as an individual in support of the above Order. I support the Council proposal to allow contraflow cycling - not to sign or designate this as a major cycle route, or to introduce physical measures encouraging cyclists to use Rose Street as would be necessary if it was intended to be a significant cycle route. Cycling in the other direction has been permitted for many years, with no problems of which I am aware. I take advantage of this to access premises in Rose Street often. I note that the number of people cycling is low, and those that I do see on bikes are generally very respectful of pedestrians. There is no reason to think that being able to cycle legally in the other direction will be any different. The danger on Rose St comes from lack of enforcement of</p>

	<p>existing motor vehicle restrictions. I believe most people who cycle in Rose Street are doing so to access premises such as Tiso and other restaurants. Anyone wishing and able to cycle as a through route is almost certainly going to use either Princes Street or George Street, rather than detouring to Rose Street (it does not start or end as part of a through route) and then having to cycle slowly so there is no logic to the objectors concerns. Also with the Jenners redevelopment the main cycle parking for that will be on street on Rose St at the existing cycle racks outside what was previously the Sainsbury's Local on St Andrew Square. Therefore contraflow cycling will be needed to facilitate the success of that development. All of the other cycle contraflows across the city are successful and Edinburgh should continue this programme including those shown in TRO/24/27.</p>
S4	<p>I want to register my support for the exemptions to one-way restrictions on various city centre streets for cyclists proposed in TRO/24/27. Exempting cyclists from one-way restrictions is a simple, quick, and cheap way of making cycling a more attractive option for travel within the city centre. This furthers the delivery of national and local policy goals aimed at reducing air pollution, greenhouse gas emissions, tackling inactivity and obesity, and reducing car use.</p> <p>Concerns about interactions between pedestrians and cyclists appear to be unfounded. Cycling is already permitted on Rose Street without any obvious issue. Experience from elsewhere in the city, such as in The Meadows, show that high numbers of cyclists and pedestrians can interact safely.</p> <p>Many thanks for considering my comments.</p>
S5	Registering my support for the planned 2 way cycle lane along Rose Street.
S6	TRO/24/27 - Proposed introduction of one-way exemptions for cyclists - various roads, Edinburgh. I am writing to offer support of this order. I have extensive experience of cycling in other cities around the world for work and leisure; Montreal, Helsinki, Paris. These exemptions cause no problems or danger and make active travel a more viable option for residents. The initial resistance by a minority of vocal opponents quickly fades away and such exemptions are seen as perfectly normal and acceptable to everyone.
S8	I would like to write in support of the TRO in the subject, proposing the introduction of one-way exemptions for cyclists to various roads around Edinburgh.
S9	<p>I am writing in support of the above Order.</p> <p>I am a city centre resident and regularly choose to cycle for journeys in the city centre. Several of the exemptions will help me to cycle more directly and safely to shops and other regularly visited locations.</p> <p>I have become aware of opposition to these measures from the Community Council and Living Streets, which I find surprising and disappointing; because these are small scale measures, akin to those</p>

	recently and very helpfully introduced in the West End, which merely facilitate local access.
S10	The proposal for adding exceptions for pedal cycles on the one ways of Rose Street is a good thing and effectively turns it into a shared use path. The risks of the increased cycling traffic will be minimal surely and pale in significance to risk posed by cars and commercial vehicles that currently drive along Rose Street for access.
S11	I'm writing to support the move to permit contra flow cycling on certain one way roads within the city. Many years ago council agreed in principle that cyclists should be able to contraflow on one way streets – or so I was told by various officers and councillors. But the introduction of these has been slow and piecemeal. The recently introduced contraflow on Valleyfield is working extremely well. I am therefore delighted to see this increased list – including Simpson loan and Roxburghe place, which I will certainly use. The city centre changes – eg Rose Street and Thistle st – also seem sensible. Neither of these streets are attractive through routes, but contraflow cycling will permit access to the shops and restaurants in the area.
S12	<p>I am regarding contraflow cycling TRO reference TRO/24/27, in support of the regulation order.</p> <p>Cycles are an environmentally-friendly, flexible and safe choice for transport under the right conditions - namely the provision of safe infrastructure and appropriate incentives or interventions causing safer driving of motor vehicles.</p> <p>I am of the opinion, having cycled extensively in Edinburgh since my teenage years, that all streets designated one-way should allow for contraflow cycle access.</p> <p>At the moment, the fact that this is not a broad policy leads to:</p> <ul style="list-style-type: none"> - Cyclists using one-way streets contraflow illegally, which introduces conflict; - Motor vehicle drivers hurling abuse at those using contraflow facilities that are legal (I have experienced this on Valleyfield St since recent changes) where they don't know (or haven't paid attention to the fact) that contraflow cycling is allowed; - More difficulty in planning routes to traverse the city; - Less accessible streets to a transport mode that should very much be encouraged to grow in order to tackle both urban congestion and the climate crisis. <p>In particular, I would like to call out Rose Street as a desirable two-way cycling street. I do not believe cycle 'through traffic' will increase as a result of such measures, but instead I understand that it will primarily be used as it is currently as a destination street, with many shops and</p>

	<p>businesses accessed by it, and quite frankly someone cycling currently is quite unlikely to take a three block detour in order to approach a business from the 'right way' down the one way. Again, to encourage more flexible and easily planned journeys, this should be allowed two-way, and we are very unlikely to see a significant increase in through route use by cycles as a result because it is far easier to cycle along George St or Princes St, even in their current respective states. Anyone objecting to this on the grounds of safety but failing to mention its accessibility to motor vehicles has missed which of these actually represents a danger to pedestrians.</p> <p>Additionally, I support the 'except cycles' provision proposed for accessing Simpsons Loan.</p>
S13	Just a note to say I support the above TRO for two way cycling on Rose Street.
S14	<p>I am writing in support of TRO/24/27.</p> <p>The proposed changes will improve conditions for cyclists while having no negative effect on other modes of transport.</p>
S15	I support two way cycling on Rose St. This would improve access to the shops and bars. There won't be a problem with fast cycling as this street is already not a good choice of route for anyone in a hurry.
S16	<p>Spokes strongly support the proposed TRO to introduce contraflow cycling on nine streets across Edinburgh. Contraflow cycling makes the city more accessible for cyclists, creating new connections and a more cohesive network. Notably, this TRO will implement CEC policy that "there will be a presumption that all streets will be two-way for cyclists".</p> <p>Research has shown contraflow cycling is safe, and it is a normal part of the street environment in cities across the UK and Europe. It can also reduce the potential for footway cycling, improving the pedestrian environment.</p> <p>Despite certain media coverage, it is clear that Rose Street will not become a major cycle route as a result of this proposal. The cycle contraflow will, however, allow people making local journeys easy access to the numerous shops and amenities on the street.</p> <p>Detailed Comments:</p> <p>Contraflow markings should be used at the Simpson Loan/Chalmers Street junction.</p> <p>Give-way markings, with an adjacent cycle contraflow, should be marked at the Richmond Lane/Gilmour Street junction.</p> <p>The Cassel's Lane/Kirk Street priorities are not clear, with conflicting give-way markings.</p>