

# Traffic Regulation Orders Sub-Committee

2.00pm, Tuesday, 12 May 2026

## Travelling Safely - Braid Road, Comiston Road and Greenbank to Meadows Quiet Connection – ETRO/21/29B, ETRO/21/29C & ETRO/21/29D

Decision/scrutiny  
Wards

Decision  
8 – Colinton / Fairmilehead  
10 – Morningside  
15 – Southside / Newington

### 1. Recommendations

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- 1.1 Traffic Regulation Orders Sub-Committee is asked to:
- 1.1.1 Set aside the objections received to ETRO/21/29B and to proceed to make the ETRO into a permanent Traffic Regulation Order (TRO) with amendments as set out in this report in paragraphs 4.14, 4.39, 4.56.1, 5.1.1 and Appendix 14;
  - 1.1.2 Set aside the objections received to ETRO/21/29C and to proceed to make the ETRO into a permanent TRO with amendments as set out in this report in paragraphs 4.21, 4.23, 4.24, 4.56.2, 5.1.2 and Appendix 19; and
  - 1.1.3 Set aside the objections received to ETRO/21/29D and to proceed to make the ETRO into a permanent TRO with amendments as set out in this report in paragraphs 4.36, 4.37, 4.56.3, 5.1.3 and Appendix 24.

**Gareth Barwell**

Corporate Director of Place

Contact: Deborah Paton, Head of Transport Strategy and Partnerships

E-mail: [deborah.paton@edinburgh.gov.uk](mailto:deborah.paton@edinburgh.gov.uk)

## Travelling Safely - Braid Road, Comiston Road and Greenbank to Meadows Quiet Connection – ETRO/21/29B, ETRO/21/29C & ETRO/21/29D

### 2. Executive Summary

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- 2.1 This report seeks approval to set aside the objections received during the formal advertising of ETRO/21/29B, ETRO/21/29C and ETRO/21/29D and to proceed to make most of the trial measures permanent under three TROs.

### 3. Background

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- 3.1 The original South Area Travelling Safely ETRO/21/29 covered all Travelling Safely schemes in the south area of the city. This was advertised between 21 November 2022 and 20 May 2023.
- 3.2 On 15 June 2023, Transport and Environment Committee [decided](#) that the Braid Road, Comiston Road and Greenbank to Meadows Quiet Connection schemes should be removed from the South Area ETRO and progressed instead under separate, scheme-specific, ETROs.
- 3.3 A public engagement exercise into potential changes to the Braid Road and Greenbank to Meadows Quiet Connection schemes was subsequently undertaken in autumn 2023 and the outcomes of this were [reported](#) to Transport and Environment Committee on 7 March 2024.
- 3.4 Following consideration of this report, TEC [approved](#) a revised concept design for the Greenbank to Meadows Quiet Connection, to be implemented as a new trial.
- 3.5 ETRO/21/29 was subsequently wholly superseded by ETRO/21/29A (for all south area schemes other than the three mentioned above), ETRO/21/29B (for the Braid Road scheme), ETRO/21/29C (for the Comiston Road scheme) and ETRO/21/29D (for the Greenbank to Meadows Quiet Connection). All four of these ETROs were advertised between 16 December 2024 and 15 June 2025.
- 3.6 On 16 December 2025, Traffic Regulation Orders Sub-Committee [approved](#) making ETRO/21/29A into a permanent TRO with amendments.

- 3.7 All representations received in response to the advertising processes for ETRO/21/29, ETRO/21/29B, ETRO/21/29C and ETRO/21/29D have been considered as part of the final assessment of whether or not to retain or modify the relevant measures, as set out in this report.

**Measures introduced under ETRO/21/29B (Braid Road)**

- 3.8 This ETRO promoted trials of a prohibition of motor vehicles on Braid Road, enacted by a modal filter at its junction with Hermitage Drive and Braidburn Terrace, and sections of 24-hour waiting restrictions without loading prohibitions between this junction and the junction with Braid Farm Road.

**Measures introduced under ETRO/21/29C (Comiston Road)**

- 3.9 This ETRO promoted the following trial measures:
- 3.9.1 Comiston Road corridor (including Buckstone Terrace and Pentland Terrace): sections of 24-hour waiting restrictions without loading prohibitions and sections of 24-hour waiting restrictions with loading prohibitions;
  - 3.9.2 Comiston Springs Avenue: sections of 24-hour waiting restrictions with loading prohibitions; and
  - 3.9.3 Bus lanes on Buckstone Terrace in the southbound direction.

**Measures introduced under ETRO/21/29D (Greenbank to Meadows Quiet Connection)**

- 3.10 This ETRO promoted the following trial measures:
- 3.10.1 Braid Avenue (at its junction with Cluny Drive), Hermitage Gardens (at its junction with Cluny Drive), Canaan Lane (at its junction with Woodburn Terrace) and Whitehouse Loan (at its junctions with Strathearn Road and Warrender Park Road): prohibitions of motor vehicles with exemptions, enacted by modal filters; and
  - 3.10.2 Braid Avenue, Cluny Drive, Hermitage Gardens and Whitehouse Loan: sections of 24-hour waiting restrictions without loading prohibitions, around the modal filters that enact the prohibitions of motor vehicles.

**Interdependency of Measures**

- 3.11 The three prohibitions of motor vehicles on Braid Road (included within ETRO/21/29B), Braid Avenue and Hermitage Gardens (both included within ETRO/21/29D), act interdependently as an area-wide traffic system and this needs to be given due consideration when deciding whether to make these measures permanent. The recommendations set out in this report take account of this interdependency.
- 3.12 Appendix 30 provides an overview map of the project area showing the location of the following modal filters:
- 3.12.1 Braid Road (included in ETRO/21/29B);

- 3.12.2 Braid Avenue (included in ETRO/21/29D);
- 3.12.3 Hermitage Gardens (included in ETRO/21/29D);
- 3.12.4 Whitehouse Loan at Strathearn Road (included in ETRO/21/29D);
- 3.12.5 Clinton Road (potentially proposed under a new TRO – refer to paragraphs 5.1.5 and 5.1.6);
- 3.12.6 Canaan Lane (included in ETRO/21/29D); and
- 3.12.7 Whitehouse Loan at Warrender Park Road (included in ETRO/21/29D).

### **Legislation and Options for Committee**

- 3.13 Section 9 of the Road Traffic Regulation Act 1984 (the “1984 Act”) provides that ETROs can last for up to 18 months.
- 3.14 ETRO/21/29B, ETRO/21/29C and ETRO/21/29D were made on 16 December 2024. Therefore, unless made permanent under TROs, the measures implemented by ETRO/21/29B, ETRO/21/29C and ETRO/21/29D will cease on 15 June 2026.
- 3.15 The ETROs were made in terms of section 9 of the 1984 Act. As the provisions have been in force in their current form for longer than six months, they may be made permanent in the form of a TRO in terms of regulation 20A of the Local Authorities’ Traffic Orders (Procedure) (Scotland) Regulations 1999 (the “1999 Regulations”).
- 3.16 In terms of the 1999 Regulations, where there remain unresolved objections, the Council, as the Roads Authority, must give due consideration to all objections received, prior to determining whether to proceed to make the ETRO measures into a permanent order.
- 3.17 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 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.
- 3.18 ETRO/21/29B, ETRO/21/29C and ETRO/21/29D have been referred to Committee as more than six objections have been received from the public for each order and as they have also each received one statutory objection.
- 3.19 In these circumstances, Committee may either:
  - 3.19.1 Approve making the ETRO provisions permanent;
  - 3.19.2 Approve making the ETRO provisions permanent 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 (Section 10 of the Road Traffic Regulation Act 1984);
  - 3.19.3 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

(however, please note further considerations set out in paragraphs 8.13-8.14);

3.19.4 Approve making the ETRO provisions permanent in part; or

3.19.5 Refuse making the ETRO provisions permanent.

## 4. Main report

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### **ETRO implementation**

4.1 ETRO/21/29B, ETRO/21/29C and ETRO/21/29D came into effect on 16 December 2024, with a six months consultation period running until 15 June 2025.

4.2 ETRO/21/29B as advertised is presented in Appendices 1 and 2. ETRO/21/29C is presented in Appendices 3 and 4. ETRO/21/29D is presented in Appendices 5 and 6.

### **Responses to ETRO/21/29 relevant to ETRO/21/29B, ETRO/21/29C and ETRO/21/29D Statutory Adverts**

4.3 The original South area ETRO/21/29 contained several schemes with numerous measures that are not relevant to the measures trialled as part of ETRO/21/29B, ETRO/21/29C and ETRO/21/29D. As the Traffic Regulation Orders Sub-Committee considered representations received in relation to ETRO/21/29 as part of a [report](#) on ETRO/21/29A on 16 December 2025, only representations that are relevant to ETRO/21/29B, ETRO/21/29C and ETRO/21/29D have been considered as part of this report and analysis.

### **Relevant responses to the ETRO/21/29 and ETRO/21/29B Statutory Adverts**

4.4 A total of 112 objections relevant to the measures introduced in Braid Road were received from members of the public or organisations during the two statutory advertising periods for ETRO/21/29 and ETRO/21/29B.

4.5 Appendix 11 provides further detail of these 112 objections. The full text responses are provided for consideration in Appendix 12.

4.6 Table 1 below provides the numbers of representations, categorised by which statutory advert they were received in response to and whether they were submitted as general representations, relating to all or more than one Travelling Safely ETRO, or scheme-specific representations, relating to either ETRO/21/29 or ETRO/21/29B.

**Table 1 Representations to ETRO/21/29 and ETRO/21/29B**

	Original ETRO/21/29 Advert				Scheme-specific ETRO/21/29B advert	TOTAL
	General representations relating to <b>all or more than one Travelling Safely ETROs</b>		Scheme-specific representations relating to <b>the measures associated with Braid Road</b>		Scheme-specific representations relating to <b>the measures associated with Braid Road</b>	
	As received	Collating responses from the same individual	As received	Collating responses from the same individual	As received	
Objections	14	13	112	99	0	<b>112</b>
Support	32	32	23	23	3	<b>58</b>
Neutral/Queries	3	3	0	0	0	<b>3</b>
TOTAL	49	48	135	122	3	<b>173</b>

4.7 Of the 112 objections received, 65 referred to changes made to the junction of Braid Road, Hermitage Drive and Braidburn Terrace that were initially implemented during the trial period using temporary traffic management measures. These changes were subsequently implemented on a permanent basis, under traffic orders TRO/23/21 and RSO/23/22. Following the successful conclusion of the statutory processes for these orders, the infrastructure at the junction was permanently upgraded.

4.8 23 of these 65 objections referred only to the changes made to the junction, which do not form part of ETRO/21/29B. Table 2 below provides the details of the representations relating to the measures which were trialed under ETRO/21/29B.

**Table 2 Representations relevant to ETRO/21/29B**

	Original ETRO/21/29 Advert				Scheme-specific ETRO/21/29B advert	TOTAL
	General representations relating to <b>all or more than one Travelling Safely ETROs</b>		Scheme-specific representations relating to <b>the measures associated with Braid Road</b>		Scheme-specific representations relating to <b>the measures associated with Braid Road</b>	
	As received	Collating responses from the same individual	As received	Collating responses from the same individual	As received	
Objections	14	13	88	76	0	<b>89</b>
Support	32	32	23	23	3	<b>58</b>
Neutral/Queries	3	3	0	0	0	<b>3</b>
TOTAL	49	48	111	99	3	<b>150</b>

## **Analysis of objections relevant to ETRO/21/29B**

- 4.9 The major themes that received more than six objections were in relation to general opposition to the project's aims, impact on loading and parking provision along the scheme, the perceived value of the measures, users' safety and the perceived changes to local traffic management and pollution.
- 4.10 A schedule of the main themes raised by objectors in relation to ETRO/21/29B, the Council's responses to concerns raised, and any actions proposed to address or mitigate these concerns is provided in Appendix 13.
- 4.11 ETRO/21/29 received one general objection from the Edinburgh Access Panel raising concerns around floating parking, the reduction in spaces where blue badge holders could alight beside the pavement; and concerning the risks to personal safety stemming from all the trialled restrictions and measures these have enabled. ETRO/21/29B does not include any floating parking bays.
- 4.12 Approximately 84% of the objections received (75 objections) were against the prohibition of motor vehicles and associated modal filter on Braid Road.
- 4.13 This data should be considered alongside the data in Table 5 and paragraph 4.32, relating to ETRO/21/29D, as set out in para 3.11.
- 4.14 There were two sections of waiting restrictions promoted as part of ETRO/21/29B that were never implemented on site. Appendix 14 provides the detail of where this happened. A trial of these restrictions has not therefore been conducted and it is recommended that these restrictions should be removed from ETRO/21/29B, should the Order be made permanent.

## **Relevant responses to the ETRO/21/29 and ETRO/21/29C Statutory Adverts**

- 4.15 A total of 33 objections relevant to the measures introduced in Comiston Road were received from members of the public or organisations during the two statutory advertising periods for ETRO/21/29 and ETRO/21/29C.
- 4.16 Appendix 16 provides further detail of these 33 representations. The full text responses are provided for consideration in Appendix 17.
- 4.17 Table 3 below provides the numbers of representations, categorised by which statutory advert they were received in response to and whether they were submitted as general representations, relating to all or more than one Travelling Safely ETRO, or scheme-specific representations, relating to either ETRO/21/29 or ETRO/21/29C.

**Table 3 Representations to ETRO/21/29 and ETRO/21/29C**

	Original ETRO/21/29 Advert				Scheme-specific ETRO/21/29C advert	TOTAL
	<u>General</u> representations relating to <b>all or more than one Travelling Safely ETROs</b>		<u>Scheme-specific</u> representations relating to <b>the measures associated with Comiston Road</b>		<u>Scheme-specific</u> representations relating to <b>the measures associated with Comiston Road</b>	
	As received	Collating responses from the same individual	As received	Collating responses from the same individual	As received	
Objections	14	13	31	20	0	<b>33</b>
Support	32	32	20	20	3	<b>55</b>
Neutral/Queries	3	3	0	0	0	<b>3</b>
TOTAL	49	48	51	40	3	<b>91</b>

**Analysis of objections relevant to ETRO/21/29C**

- 4.18 The major themes that received more than six objections were in relation to general opposition to the project’s aims, impact on loading and parking provision along the scheme, the perceived value of the measures, users’ safety and the perceived changes to local traffic management and pollution.
- 4.19 A schedule of the main themes raised by objectors in relation to ETRO/21/29C, the Council’s responses to concerns raised and any actions proposed to address or mitigate these concerns is provided in Appendix 18.
- 4.20 The general objection received from the Edinburgh Access Panel in relation to ETRO/21/29, as set out in paragraph 4.11, is relevant to ETRO/21/29C.
- 4.21 There was one section of waiting restrictions promoted as part of ETRO/21/29C that was never implemented on site. Appendix 19 provides the detail of where this happened. A trial of these restrictions has not therefore been conducted and it is recommended that these restrictions should be removed from ETRO/21/29C, should the Order be made permanent.

**Objections that require a referral to a public hearing**

- 4.22 There were certain objections received to ETRO/21/29C that raised grounds relating to specific measures along the scheme that would require to be referred to a Public Hearing for determination. These are in relation to several sections of waiting and loading restrictions trialled and the impact these have on the ability of motor vehicles to load.
- 4.23 As noted in paragraphs 8.13-8.14, there would not be enough time to complete the Public Hearing process and give due consideration to the concerns raised. As such, it is recommended to make the order less onerous and reduce the hours when

loading is not permitted to partially address the objections and avoid the requirement to refer the objections to a Public Hearing. The benefit of proceeding with the other measures contained within the ETRO is considered to outweigh the consequences of reducing the operating hours of the loading restrictions.

4.24 Appendix 19 captures in detail all the recommended changes to ETRO/21/29C to address these objections.

### Relevant responses to the ETRO/21/29 and ETRO/21/29D Statutory Adverts

4.25 A total of 151 objections relevant to the measures introduced as part of the Greenbank to Meadows Quiet Connection were received from members of the public or organisations during the two statutory advertising periods for ETRO/21/29 and ETRO/21/29D.

4.26 Appendix 21 provides further detail of these 151 representations. The full text responses are provided for consideration in Appendix 22.

4.27 Table 4 below provides the numbers of representations, categorised by which statutory advert they were received in response to and whether they were submitted as general representations, relating to all or more than one Travelling Safely ETRO, or scheme-specific representations, relating to either ETRO/21/29 or ETRO/21/29D.

**Table 4 Representations to ETRO/21/29 and ETRO/21/29D**

	Original ETRO/21/29 Advert				Scheme-specific ETRO/21/29D advert		TOTAL	TOTAL (Collating responses from the same individual or organisation across the two adverts)
	<u>General</u> representations relating to <b>all or more than one Travelling Safely ETROs</b>		<u>Scheme-specific</u> representations relating to <b>the measures associated with the Greenbank to Meadows Quiet Connection</b>		<u>Scheme-specific</u> representations relating to <b>the measures associated with the Greenbank to Meadows Quiet Connection</b>			
	As received	Collating responses from the same individual	As received	Collating responses from the same individual	As received	Collating responses from the same individual		
Objections	14	13	159	138	0	0	<b>151</b>	<b>151</b>
Support	32	32	69	69	48	47	<b>148</b>	<b>143</b>
Neutral/Queries	3	3	2	2	1	1	<b>6</b>	<b>5</b>
Blank	0	0	0	0	1	1	-	-
<b>TOTAL</b>	<b>49</b>	<b>48</b>	<b>230</b>	<b>209</b>	<b>49</b>	<b>48</b>	<b>305</b>	<b>299</b>

### Analysis of objections relevant to ETRO/21/29D

- 4.28 The major themes that received more than six objections were in relation to general opposition to the project's aims, impact on access to private driveways, the perceived value of the measures, users' safety in relation to the speed of motor traffic, the perceived changes to local traffic management and pollution.
- 4.29 A schedule of the main themes raised by objectors in relation to ETRO/21/29D, the Council's responses to concerns raised and any actions proposed to address or mitigate these concerns is provided in Appendix 23.
- 4.30 The general objection received from the Edinburgh Access Panel in relation to ETRO/21/29, as set out in paragraph 4.11, is relevant to ETRO/21/29D.
- 4.31 Approximately 81% of objectors were concerned about changes to local traffic volumes in and around the project area. Around 50% of objections raised safety concerns about the speed of motor traffic on Hermitage Drive, Midmar Drive, Hermitage Gardens and Braid Road (north of its modal filter).
- 4.32 Table 5 shows the number of objections received against each prohibition of motor vehicles and associated modal filters promoted by the ETRO. The figures represent the number of objections that mentioned each specific modal filter (e.g. a single objection could mention more than one filter). As set out in paragraph 4.13, this data should be considered alongside the data in Table 2 and paragraph 4.12, relating to ETRO/21/29B.

**Table 5 Relevant objections against each prohibition of motor vehicles promoted under ETRO/21/29 and ETRO/21/29D**

	<u>Southern section</u> of the scheme (Braid Estate)		<u>Northern section</u> of the scheme			<b>General opposition</b> to all prohibitions of motor vehicles promoted
	Prohibition of motor vehicles at <b>Hermitage Gardens</b>	Prohibition of motor vehicles at <b>Braid Avenue</b>	Prohibition of motor vehicles at <b>Canaan Lane</b>	Prohibition of motor vehicles at <b>Whitehouse Loan</b> (junction with <b>Strathearn Road</b> )	Prohibition of motor vehicles at <b>Whitehouse Loan</b> (junction with <b>Warrender Park Road</b> )	
Number of relevant objections	23	60	5	57	30	40

- 4.33 Whilst most objectors preferred to fully discard the specific modal filters they mentioned, the two prohibitions on Whitehouse Loan had mixed support to change their operational hours and/or to allow traffic one way northbound (for the prohibition at the junction with Strathearn Road).
- 4.34 There were no objections received to the current trial scheme in response to the advertising of TRO/21/29D. However, Committee had taken a decision to revise the current trial scheme in March 2024, prior to TRO/21/29D being advertised, and the Council had also given a public commitment that all representations relating to the

current trial scheme that had been received in response to the advertising of TRO/21/29 would be considered as part of any future decision on TRO/21/29D.

#### **Inaccurate written descriptions within ETRO/21/29D**

- 4.35 It was not intended that ETRO/21/29D would be made permanent as it was expected to be superseded by the ETRO for the new trial of revised measures approved by Transport and Environment Committee on 7 March 2024. Therefore, to ensure that the measures were retained and allow continued focus on the whole suite of Travelling Safely ETROs, ETRO/21/29D replicated the relevant documentation from the original ETRO/21/29.
- 4.36 Officers have identified that the written descriptions of the three prohibitions of motor vehicles trialled at Braid Avenue, Hermitage Gardens and Canaan Lane as part of ETRO/21/29D were incorrectly drafted within the Schedules to the Order. This means these parts of the ETRO cannot be made permanent. Unfortunately, this was not identified by officers until after the TEC meeting on 2 April 2026.
- 4.37 It is therefore recommended that the waiting restrictions associated with the modal filters at Braid Avenue and Hermitage Gardens are also removed from the Order, should it be made permanent.
- 4.38 The two other prohibitions of motor vehicles trialled at Whitehouse Loan as part of ETRO/21/29D are scheduled correctly and are unaffected.
- 4.39 Due to the interdependency between the prohibition of motor vehicles on Braid Road (included within ETRO/21/29B) and the two prohibitions at Braid Avenue and Hermitage Gardens, as noted in paragraph 3.11, it is recommended that the prohibition of motor vehicles on Braid Road and its associated waiting restrictions should be removed from ETRO/21/29B.
- 4.40 Alternative options have been considered to remediate this situation; however, these are not considered to be viable. These options are set out below:

#### **Disregarded: Option A - Extend the duration of ETRO/21/29D**

- 4.41 The aim of this would have been to allow the current trial scheme to be retained temporarily while Officers re-engage with the local community and report back to Transport and Environment Committee. However, there is no legal route to extend the duration of an ETRO beyond 18 months.

#### **Disregarded: Option B - Advertise the new ETRO that has been drafted**

- 4.42 This would entail changing the Clinton Road/Whitehouse Loan and the Braid Estate sections of the current trial scheme, in line with the Committee decisions from March and April 2024 and commencing a new trial of the revised scheme. Other sections of the current trial scheme would be retained in their current form. The ETRO that has been drafted to implement the revised scheme as a new trial would be advertised and would revoke ETRO/21/29D.
- 4.43 This option was presented to Transport and Environment Committee on 2 April 2026 as a potential way forward.

- 4.44 Committee decided to refer objections to the current trial scheme to TRO Sub-Committee.
- 4.45 Given the information that has since been identified regarding the written descriptions of the prohibitions of motor vehicles at Braid Avenue, Hermitage Gardens and Canaan Lane in ETRO/21/29D, this decision could potentially be reconsidered by Transport and Environment Committee. However, the next meeting of that Committee is scheduled for 18 June 2026, by which time ETRO/21/29D will have expired.

**Disregarded: Option C - Promote a new TTRO**

- 4.46 The aim of this would have been to allow the current trial scheme to be retained temporarily by promoting temporary traffic restrictions at each of the modal filters, while Officers re-engage with the local community and report back to Committee. However, there is no legal basis which would allow a TTRO for this purpose.

**Disregarded: Option D - Promote Temporary Redetermination Order (TRSO)**

- 4.47 The aim of this would have been to allow the current trial scheme to be retained temporarily by redetermining the means of passage at each of the modal filters, while Officers re-engage with the local community and report back to Committee. However, the process involved in introducing a TRSO is the same as that for a permanent RSO and it would not be possible to complete this prior to the expiry of ETRO/21/29D.

**Use of rubber soft segregation units**

- 4.48 A number of the objections received to all three orders raised concerns about various perceived risks to road user safety arising from the use of rubber soft segregation units. Information on this issue was provided to Committee in the previous Travelling Safely report brought to [TRO Sub Committee in September for the North and West Areas](#).

**Monitoring and evaluation results for ETRO/21/29B, ETRO/21/29C and ETRO/21/29D**

- 4.49 Appendices 7 and 8 provide the full reports covering the monitoring activities conducted to evaluate the impacts of the trial measures in the South Area. Appendix 9 summarises the findings of these activities in relation to ETRO/21/29B and ETRO/21/29C.
- 4.50 The data collected shows that the measures have regular levels of use and the reallocation of road space as part of programme has not had a negative impact on general traffic journey times within the boundaries of the project areas monitored.
- 4.51 Additional monitoring activities were commissioned as part of ETRO/21/29D to assess the local traffic management impact of the measures implemented. Appendix 10 presents these activities, a summary of the data collected and its analysis.

- 4.52 Through traffic in the Braid Estate now travels via Braid Road, Hermitage Drive, Midmar Drive, Midmar Avenue and Cluny Gardens. This route records traffic volumes between 300-800 vehicles per hour and 3,000-8,000 vehicles per day. Streets with traffic volumes within those thresholds are classified as 'medium flow' within the Edinburgh Street Design Guidance (ESDG) factsheet on [Designing for Cycling](#).
- 4.53 Most streets in the area do not have any pre-implementation data to compare to the most recent survey results and it is not therefore possible to assess how the experimental measures have impacted on traffic volumes in these streets. However, based on the most recent traffic counts, traffic levels in all the streets surveyed, other than those mentioned in the previous paragraph, would be classified as 'low flow'.
- 4.54 At the two locations with comparable pre-and post-implementation data, the analysis shows that:
- 4.54.1 At the Braid Road, Hermitage Drive and Braidburn Terrace junction, traffic levels have remained largely the same for all movements permitted since Braidburn Terrace became one-way eastbound for motorised traffic.
- 4.54.2 Braid Crescent carried two to three times more traffic in the post-implementation surveys than in 2018. However, traffic levels are still under 300 vehicles per hour and 3,000 vehicles per day across all years sampled and the street would still therefore be classified as 'low flow'.
- 4.55 Analysis of traffic volume data from the Comiston Road/Morningside Road corridor from before and after the implementation of the measures shows an increase in traffic of around 1,000 additional vehicles recorded in 2025, when compared to the baseline from 2018. It is not possible to determine whether this increase represents vehicles that would previously have travelled through the Braid Estate, as pre-implementation data from within the Estate is limited.
- 4.56 Appendix 10 presents data and figures to better illustrate these findings.

### **Conclusions and recommendations for ETRO/21/29B, ETRO/21/29C and ETRO/21/29D**

- 4.57 Considering the objections that have been received alongside the monitoring and evaluation data for the projects and the wider policy context and aims set by the City Mobility Plan, it is recommended that Committee agrees to:
- 4.57.1 Set aside the outstanding objections to ETRO/21/29B and proceed with making one set of waiting restrictions included in the ETRO permanent, with the other measures detailed in Appendix 14 not being made permanent.
- 4.57.2 Set aside the outstanding objections to ETRO/21/29C and proceed with making all elements of the ETRO permanent, apart from some specific measures in Buckstone Terrace, Comiston Road, Comiston Springs Avenue and Pentland Terrace as detailed in Appendix 19.

- 4.57.3 Set aside the outstanding objections to ETRO/21/29D and proceed with making all elements of the ETRO permanent, apart from the prohibitions of motor vehicles and waiting restrictions trialled at Braid Avenue and Hermitage Gardens and the prohibition of motor vehicles trialled at Canaan Lane as detailed in Appendix 24.
- 4.58 Features enabled by measures within the ETROs (such as rubber segregation units and wooden planters) would be retained.

## 5. Next Steps

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- 5.1 Subject to the approval of the recommendations in this report:
- 5.1.1 The permanent TRO for ETRO/21/29B would be made, with amendments as described in this report relating to the prohibition of motor vehicles and associated waiting restrictions trialled at Braid Road, and would come into effect by the end of the ETRO period (15 June 2026);
  - 5.1.2 The permanent TRO for ETRO/21/29C would be made, with amendments as described in this report relating to Buckstone Terrace, Comiston Road, Comiston Springs Avenue and Pentland Terrace, and would come into effect by the end of the ETRO period (15 June 2026);
  - 5.1.3 The permanent TRO for ETRO/21/29D would be made with amendments as described in this report relating to the prohibitions of motor vehicles and associated waiting restrictions trialled at Braid Avenue and Hermitage Gardens and the prohibition of motor vehicles trialled at Canaan Lane, and would come into effect by the end of the ETRO period (15 June 2026);
  - 5.1.4 Any physical measures implemented on the ground that are no longer required after the end of the ETRO period will be removed.
  - 5.1.5 Transport and Environment Committee approved an Addendum on 2 April 2026 instructing that, if the decision of the TRO Sub-Committee is to retain the modal filters north of Cluny Avenue, a permanent TRO would be advertised as a priority for a modal filter at Clinton Road. As the Canaan Lane prohibition of motor vehicles needs to be removed from the final order, this process cannot progress until the matter is reconsidered by Transport and Environment Committee.
  - 5.1.6 Transport and Environment Committee also requested that a Business Bulletin update be provided on the decisions taken by TRO Sub-Committee in response to this report and any implications arising from these. It is intended to provide this update to the Transport and Environment Committee meeting on 18 June 2026 and this will provide the Committee with the opportunity to consider further actions that could potentially be progressed in response to the outcomes of this report.

- 5.1.7 Further traffic monitoring, including traffic counts and speed surveys, will be undertaken at key locations along the Braid Road and Greenbank to Meadows Quiet Connection schemes following implementation of the Committee's decisions. Should this indicate a need for further changes to road layouts, officers would re-engage with the local community and other relevant stakeholders over the potential for this and report back to Committee where required.
- 5.1.8 There is an allocated budgetary provision of £0.5m per annum over a 5-year period within the new 10-year [City Mobility Plan Capital Investment Programme](#) (CMP CIP), approved by Transport and Environment Committee on 22 May 2025, for a rolling programme to upgrade some of the measures. This will be funded from Council Capital funding and/or awards of external funding to support active travel improvements. This Programme will be updated on an annual basis;
- 5.1.9 A preliminary budget level cost estimate for upgrading prioritised measures across the whole Travelling Safely programme is £4.3 million. Further detail is provided in Appendix 27. This estimate has been prepared on the basis of all projects being retained permanently, which will be subject to decisions made at this and future Sub-Committee meetings;
- 5.1.10 As it is now anticipated that the currently approved five-year rolling programme of infrastructure upgrades would be insufficient to upgrade all prioritised infrastructure, should all schemes be retained permanently, the next annual review of the CMP CIP will recommend that this programme be extended in duration until all prioritised infrastructure is upgraded;
- 5.1.11 Upgrades to Travelling Safely infrastructure will be delivered on a prioritised basis. Further information on which types of measures will be prioritised for upgrading is provided in Appendices 26 and 28; and
- 5.1.12 Future updates of the CMP CIP will allow consideration to be given to further upgrades or replacement of Travelling Safely infrastructure, not prioritised at this stage.

## **6. Financial impact**

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- 6.1 The costs associated with the work required to make ETRO/21/29B, ETRO/21/29C and ETRO/21/29D into permanent orders with the amendments proposed is estimated at £10,000.
- 6.2 Most of the road markings and traffic signs necessary to implement the traffic restrictions enacted by these ETROs are already in place. A prioritisation framework has been developed for upgrading infrastructure at Travelling Safely measures that are retained permanently.

- 6.2.1 Should the measures of ETRO/21/29B be retained permanently with amendments as recommended, the estimated cost of upgrading prioritised infrastructure is £8,000. This cost includes the removal of the physical measures that enact the prohibition of motor vehicles.
- 6.2.2 Should the measures of ETRO/21/29C be retained permanently with amendments as recommended, the estimated cost of upgrading prioritised infrastructure is £128,000. This cost also includes some additional signage work required following the recommendations of this report.
- 6.2.3 Should the measures of ETRO/21/29D be retained permanently with amendments as recommended, the estimated cost of upgrading prioritised infrastructure is £230,000. This cost would be reduced if further measures are removed from the order. This cost includes the removal of the physical measures that enact the three prohibitions of motor vehicles on Braid Avenue, Hermitage Gardens and Canaan Lane.
- 6.3 The cost of further traffic monitoring, including traffic counts and speed surveys, at key locations along the Braid Road and Greenbank to Meadows Quiet Connection schemes is estimated at £20,000.

## 7. Key Policies

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### Equality and Poverty

- 7.1 An [Integrated Impact Assessment \(IIA\)](#) has been completed for the Traveling Safely programme. This has helped identify a range of views and potential impacts as well as relevant steps to address these. The document was most recently updated in April 2025.
- 7.2 The impacts resulting from all Travelling Safely ETROs and enabling measures were assessed as part of the review process for the IIA. These impacts are reflected in the recommendations of the report. Key considerations were:
  - 7.2.1 Retaining traffic prohibitions and bus lanes as they have road safety benefits for residents and visitors of the city that do not have access to motor vehicles.
  - 7.2.2 Retaining dedicated cycling infrastructure and associated waiting and loading restrictions as they have road safety benefits that improve the safety of vulnerable users and reduce the speed of motor traffic, which bring benefits to all but particularly for young and old people as well as for people with certain disabilities.
  - 7.2.3 Careful consideration has been given to the local needs for loading and parking for businesses and residents, including blue badge holders, as part of each scheme's design and trial. Dedicated facilities have been provided to address these needs where and as appropriate.

7.3 The Greenbank to Meadows Quiet Connection scheme has its own standalone [Integrated Impact Assessment](#) which was updated to reflect the potential impacts of the re-design options considered by Committee in March 2024. As noted in that document, these vary considerably depending on which option is selected. The document was updated in May 2026 to reflect the potential impacts of retaining the current measures.

7.3.1 Those options which would re-open roads to vehicular traffic which are currently closed are considered to have the greatest negative impact in terms of equality and poverty. The benefits of these options are primarily felt by motorists. Car access and use is higher among higher income households and lower among lower income households. While benefits to motorists may also benefit people with mobility and visual impairments, the benefits of re-opening through roads in this regard are considered to be small as all premises on affected streets are still able to be accessed by private vehicles with fairly minor diversions required.

7.3.2 The negative impacts of re-introducing through traffic onto streets which are currently closed include additional risk to pedestrians and cyclists, and additional pollution with potential impact on local air quality and greenhouse gas emissions. These negative impacts affect everyone who uses affected streets but disproportionately affect those who do not have access to private vehicles – such as young people and lower income households.

7.3.3 The options which maintain closures on those streets which are currently closed to through traffic may have some negative impacts to motorists in terms of convenient vehicular access and to all street users on parallel routes which have seen or could see traffic increases. Revised options, or the introduction of speed control measures could mitigate these negative impacts.

7.3.4 The benefits of those options which maintain closures on affected streets would be seen by all users of those streets, and especially by those who do not have access to private vehicles – such as young people and lower income households.

### **Climate and Nature Emergencies**

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

7.4.1 “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

7.4.2 “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.
- 7.6 Active travel is recognised as a key factor in the reduction of emissions associated with vehicular transport. Measures which increase active travel uptake will make a positive contribution to carbon emissions reductions and improved air quality.
- 7.7 One of the options presented in this report involves re-opening a road to general traffic and it is not possible to retain two other road closures. Following the principle of induced demand, if Committee were to approve re-opening the road, this could encourage additional car use which could increase the production of greenhouse gas emissions associated with transport in the city.

### **Environmental Impacts**

- 7.8 Reductions in the number of vehicles in key parts of the city as part of the overall Travelling Safely programme, arising both from traffic prohibitions and measures to encourage more people to walk, wheel and cycle for everyday journeys, is a positive step towards climate change goals. Monitoring results show that there is continuing regular use of the cycle infrastructure enabled by ETRO/21/29B, ETRO/21/29C and ETRO/21/29D.
- 7.9 The proposals in this report will help achieve a sustainable Edinburgh because making the ETROs into permanent orders and the subsequent upgrades to active travel infrastructure would contribute to enhancing citizen's opportunities for better employment and training due to more accessible, economical and efficient transport options.
- 7.10 Also, small improvements in air quality at locations where traffic levels have decreased align with the Council's Air Quality objectives.
- 7.11 Increased perceptions of the streets where trial measures have been introduced as being safer, more pleasant and having more locations to relax in may lead to improved health and wellbeing outcomes. Continued concerns about levels of, and noise from, traffic may continue to be detrimental.

### **Housing Emergency**

- 7.12 The measures stemming from making the ETROs permanent orders are not considered to have any impacts related to the current housing emergency.

## **8. Risk, compliance, governance and community impact**

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- 8.1 Prior to continuing with these measures and schemes under ETROs, a non-statutory public engagement was conducted during 2021 which included:
- 8.1.1 Market Research with 583 responses;
  - 8.1.2 A Residents' Survey which received over 17,000 responses;

- 8.1.3 Business Surveys which involved 179 businesses; and
- 8.1.4 Stakeholder Surveys.
- 8.2 The results of this engagement were reported to the Transport and Environment Committee on [1 September 2022](#) and helped to assess the level of support for each scheme delivered under the Spaces for People programme. This then helped to inform which measures should be retained on a trial basis under the Travelling Safely ETROs.
- 8.3 The Greenbank to Meadows Quiet Connection route was subject to a public engagement between September and October 2023 to inform the redesign of certain elements of the route. This engagement activity recorded a total of 1,867 responses from members of the public and its outcomes were [reported](#) to Transport and Environment Committee on 7 March 2024.
- 8.4 The statutory consultation requirements for the ETRO process have been followed. This report presents the representations received through that process. The promotion of the ETRO has followed the relevant statutory process and the Council's own processes.
- 8.5 The opportunity to respond to the ETROs was advertised through statutory notifications to statutory consultees, newspaper adverts and on the [Traffic Orders](#) and [Travelling Safely](#) pages on the Council website.
- 8.6 The Travelling Safely programme aims to deliver on several Council policies:
- 8.6.1 The Council [Business Plan](#) priorities on net zero carbon and wellbeing; and
- 8.6.2 The aims of the [City Mobility Plan](#), [City Plan](#) and [Edinburgh City Centre Transformation](#) programme, which set out a path for transport in the city that helps tackle climate change, addresses poverty and inequality and improves safety, health and wellbeing.
- 8.7 The Council's City Mobility Plan includes a target of a 30% reduction in car use. One option presented in this report involves re-opening a road to general traffic and it is not possible to retain two other road closures. Available evidence suggests that, with these road closures in place overall traffic through some affected areas has reduced by around 40%. If the recommendation to re-open the road is followed, when combined with the removal of the other two road closures, vehicular traffic in this area could increase to a level similar to that seen before the implementation of the ETRO.
- 8.8 The Council's approved [Our Future Streets: a circulation plan for Edinburgh](#) identifies Comiston Road and the route of the Greenbank to Meadows Quiet Connection as forming part of the city's Primary Cycle Network.
- 8.9 The Travelling Safely programme is aligned to related Council targets, policies, strategies and guidance regarding reducing private car use and increasing active travel and public transport by making these safer, easier and more convenient.

- 8.10 A core aspect of the Council's response to the climate emergency is an aim for Edinburgh to achieve net zero carbon emissions by 2030. To achieve this, action to encourage more people to choose active travel and public transport over private car use is required.
- 8.11 In the latest published [Edinburgh by Numbers](#) survey, 88% of people across Edinburgh are very concerned about the climate emergency, indicating that support for action amongst residents is high.
- 8.12 As noted in paragraph 3.19.3, Committee could consider proceeding with a public hearing on the proposed TROs, in terms of Regulation 8 of the 1999 Regulations. The hearings would be chaired by a Scottish Government Reporter. In this context, as noted above, the ETRO periods for ETRO/21/29B, ETRO/21/29C and ETRO/21/29D end on 15 June 2026.
- 8.13 Previous experience of public hearings arranged to consider objections to traffic orders indicates that such a process is likely to take between 12 and 24 months to complete. Due to the proximity of the dates for the ETROs ending, there is unlikely to be scope to appoint a Reporter and undertake any hearings before then. In this event, the ETROs would end and all the measures relating to them would need to be removed. This would effectively mean that Committee is determining not to make the Orders permanent.
- 8.14 As noted in paragraphs 4.22 and 4.23, the report recommends making ETRO/21/29C less onerous to avoid the requirement to refer the objections to a Public Hearing.
- 8.15 The [Council's risk appetite](#) is open in this context as any risks are related to regulatory and legislative compliance and the decision to make the Orders permanent carries a degree of inherent risk that is deemed controllable to a large extent as the legal process is being followed. However, there is still some residual risk related to potential legal challenges and their associated reputational and financial risks. This residual risk is inherent to any TRO as a legal process.
- 8.16 Given the recommendations to remove the prohibitions of motor vehicles and associated waiting restrictions trialled at Braid Avenue and Hermitage Gardens and the prohibition of motor vehicles trialled at Canaan Lane from ETRO/21/29D, it is considered that the residual risk inherent to the TRO legal process referred to above has not significantly changed or increased.
- 8.17 Indirectly, the active travel measures that would be retained should the recommendations of this report be approved, are considered minimalist in the context of the Council's risk appetite as the activities that would be undertaken would be at programme and project delivery levels and carry a low degree of inherent risk since the infrastructure is already present on the ground.

## 9. Background reading/external references

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- 9.1 [City Mobility Plan 2021-2030](#)
- 9.2 Transport and Environment Committee, June 2021, Business Bulletin, [Potential retention of Spaces for People measures](#)
- 9.3 Report to The City of Edinburgh Council, June 2021, [Potential Retention of Spaces for People measures – referral from the Transport and Environment Committee](#)
- 9.4 Report to Transport and Environment Committee, September 2021, [Active Travel Measures – Traveling Safely \(Formerly Spaces for People\)](#)
- 9.5 Report to Transport and Environment Committee, October 2021, [Active Travel Measures – Traveling Safely Update](#)
- 9.6 Report to Transport and Environment Committee, November 2021, [Active Travel Measures – Traveling Safely Update](#)
- 9.7 Report to Transport and Environment Committee, August 2022, [Active Travel Measures – Travelling Safely Update](#)
- 9.8 Business Bulletin to Transport and Environment Committee, June 2023, [Travelling Safely – Experimental Traffic Regulation Orders](#)
- 9.9 Report to Transport and Environment Committee, March 2024, [Travelling Safely Greenbank to Meadows Quiet Connection – Public Engagement and Next Steps](#),
- 9.10 [Minutes of Transport and Environment Committee](#), 7 March 2024
- 9.11 [Minutes of Transport and Environment Committee](#), 25 April 2024
- 9.12 Business Bulletin to Transport and Environment Committee, May 2024, [Travelling Safely Update](#)
- 9.13 Business Bulletin to Transport and Environment Committee, April 2024, [Greenbank to Meadows Quiet Connection – Delivery of Option 3](#)
- 9.14 Report to Transport and Environment Committee, May 2025, [City Mobility Plan – Capital Investment Programme Prioritisation Outputs](#)
- 9.15 Report to Traffic Regulation Orders Sub-Committee, September 2025, [Travelling Safely – North and West Areas and Arboretum Place – ETRO/21/27B, ETRO/21/30A and ETRO/23/23A](#)
- 9.16 Report to Transport and Environment Committee, September 2025, [City Mobility Plan Capital Investment Programme Update 2025/26](#)
- 9.17 Report to Traffic Regulation Orders Sub-Committee, December 2025, [Travelling Safely – South Area– ETRO/21/29A](#)
- 9.18 Report to Transport and Environment Committee, April 2026, [Greenbank to Meadows Quiet Connection](#)

## 10. Appendices

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- Appendix 1 ETRO/21/29B, as advertised, including the Statement of Reasons
- Appendix 2 ETRO/21/29B plans
- Appendix 3 ETRO/21/29C, as advertised, including the Statement of Reasons
- Appendix 4 ETRO/21/29C plans
- Appendix 5 ETRO/21/29D, as advertised, including the Statement of Reasons
- Appendix 6 ETRO/21/29D plans
- Appendix 7 2024 Travelling Safely Monitoring Activities Summary Report
- Appendix 8 2026 Travelling Safely Supplementary Monitoring Summary Report for Braid Road and Comiston Road
- Appendix 9 Findings of the monitoring and evaluation for ETRO/21/29B and ETRO/21/29C
- Appendix 10 Monitoring Summary Report for Greenbank to Meadows Quiet Connection
- Appendix 11 Breakdown of all representations received in response to ETRO/21/29 and ETRO/21/29B
- Appendix 12 Register of responses to ETRO/21/29 and ETRO/21/29B
- Appendix 13 Specific main themes raised in relation to ETRO/21/29B with responses and actions
- Appendix 14 Recommended amendments for ETRO/21/29B
- Appendix 15 Attachments relevant to ETRO/21/29B responses
- Appendix 16 Breakdown of all representations received in response to ETRO/21/29 and ETRO/21/29C
- Appendix 17 Register of responses to ETRO/21/29 and ETRO/21/29C
- Appendix 18 Specific main themes raised in relation to ETRO/21/29C with responses and actions
- Appendix 19 Recommended amendments for ETRO/21/29C
- Appendix 20 Attachments relevant to ETRO/21/29C responses
- Appendix 21 Breakdown of all representations received in response to ETRO/21/29 and ETRO/21/29D
- Appendix 22 Register of responses to ETRO/21/29 and ETRO/21/29D
- Appendix 23 Specific main themes raised in relation to ETRO/21/29D with responses and actions
- Appendix 24 Recommended amendments for ETRO/21/29D
- Appendix 25 Attachments relevant to ETRO/21/29D responses

- Appendix 26 Upgrading of Infrastructure at Measures Retained Permanently - Prioritisation Framework and Criteria
- Appendix 27 Upgrading of Infrastructure at Measures Retained Permanently – Preliminary Cost Estimate and Anticipated Implementation Timescales
- Appendix 28 Upgrading of Infrastructure at Measures Retained Permanently – Citywide map of prioritised measures
- Appendix 29 Summary of complexities when analysing scheme specific Travelling Safely ETRO responses
- Appendix 30 Overview map of Greenbank to Meadows Quiet Connection modal filters (ETRO/21/29B and ETRO/21/29D)