

## Edinburgh Tram – West End Workshops

---

### Transport, Infrastructure and Environment Committee

21 February 2012

#### 1 Purpose of report

- 1.1 The *Edinburgh Tram - Traffic Regulation Order* report, which was considered by the Committee on 23 November 2010, proposed that a series of workshops should be held to consider objections relating to the Moray Feu area which had been raised against the Tram Orders (TRO1).
- 1.2 The *Edinburgh Tram - Traffic Regulation Order: TRO1 Review* report to the same Committee described the process to be adopted and this report gives an update on progress with the workshops to date.

#### 2 Summary

- 2.1 A series of workshops have been held to consider options for addressing concerns raised by the Moray Feu about the impact of the tram project on their area. These workshops have identified a number of proposals for the Council to consider and this report makes recommendations with regard to that.
- 2.2 Some of the proposals, or variants of them, have been considered and reported on previously. This report also reviews the background to that.

#### 3 Main report

- 3.1 As proposed in the *Edinburgh Tram - Traffic Regulation Order: TRO1 Review* report, all 146 objectors to the Shandwick Place restriction were invited to an inaugural meeting which was held in the Hilton Hotel Grosvenor Street on 27 January 2011. The meeting was chaired by Councillor Mowat and there were 39 in attendance. The Council and tie Ltd were also represented at the meeting.

3.2 Referring to the TRO Review report the Chair reminded the meeting that the Transport, Infrastructure and Environment Committee had agreed that the workshops should use the suggestions identified during the TRO1 consultation process as a starting point for discussions. They are:

- a) Reopen Queensferry Street into Shandwick Place.
- b) Reopen Glenfinlas Street and allow left turn from North Charlotte Street into St Colme Street.
- c) Reopen Hope Street to two way traffic.
- d) Introduce a 20mph limit in Randolph Crescent/Great Stuart Street.
- e) Introduce a local night-time HGV Ban on Randolph Crescent.
- f) Allow HGVs to use Shandwick Place/Princes Street at night.
- g) Lothian Road traffic should have direct access to Queensferry Street.
- h) Develop an alternative east/west general traffic route which avoids the Moray Feu.
- i) Undertake additional air quality monitoring.

3.3 Council officials presented a programme in which it was proposed that a report would be presented to this Committee seeking approval for the scope of the workshop workstreams.

3.4 Following discussion about the format and remit of the workshops the group rejected the proposed themes (paragraph 3.2 above) and agreed a revised structure as:

Workshop 1 Re-open Shandwick Place to general traffic;

Workshop 2 Mitigation measures (which would comprise the issues noted in item 3.2 above); and

Workshop 3 A review of the Tram Business Case.

3.5 Chairs were elected to the three proposed workshops (Dr Lloyd for Workshops 1 and 2, and Mr O’Riordan for Workshop 3 but no group representatives were identified.

3.6 The next meeting was held in the Council Chambers on 22 February 2011. There were 27 in attendance alongside Council officials. The Chair, Dr Lloyd, spoke to the following agenda:

- Minutes of Inaugural meeting
- Haymarket Termination
- Basic Funding for workshops
- Progress on pollution at TIE Committee
- Agree remit for 3 workshops
- Operational procedure for workshops (Proxies)
- Election of representatives to sit on workshops

3.7 The meeting agreed the composition of the workshops identified previously (paragraph 3.4 above) and the Chair proposed that the remit for the workshops should be to:

- a) examine the case made by CEC/*tie* concerning each topic;
- b) identify where possible, and test, the evidence base; and
- c) make recommendations to be passed to CEC.

3.8 The Moray Feu Traffic Subcommittee then wrote to the Council on 18 October 2011 to advise that a number of “*informal*” workshop meetings had been held, in private, to develop ideas which they wished to be taken forward by the Council. They requested that a “*formal*” meeting of all of the parties identified under paragraph 3.1 above be arranged by the Council, as facilitators, for the purposes of ratifying the proposals.

3.9 The minutes of the meeting, which was held in the Council Business Centre on 7 November 2011, record that the proposals set down in the Moray Feu letter of 18 October 2011 received “*unanimous endorsement with a rider expressing (a) preference for the Shandwick Place Option 1*”.

3.10 It was agreed at Committee on 23 November 2010 that once the workshops had established their proposed workstreams these would be reported back to the Committee for a decision, to ensure that there is appropriate oversight. The proposals which have now been agreed by the participants in the workshops are discussed below.

3.11 It is considered that the workshops have lost direction over the period, so it is felt that the appointment of an independent Chair would help to refocus the group’s activities.

**“Shandwick Place”**

3.12 Option 1 identified by the Moray Feu Traffic Subcommittee is a “*reclosure of the barrier at the Queensferry Street/Hope Street junction with Princes Street*”. The group identified the following benefits:

- a) *Would permit two-way reopening of the Charlotte Square route giving further relief to the Moray Feu;*
  - b) *Would reconnect Princes Street and Shandwick Place for the benefit of shoppers and traders;*
  - c) *Would remove a dangerous pedestrian crossing;*
  - d) *Would remove a significant vehicle crossing from the tram route on Princes Street/Shandwick Place; and*
  - d) *Could permit traffic sharing along Shandwick Place.*
- 3.13 This was the main subject of the report, *Edinburgh Tram – West End Traffic Management*, to the Transport, Infrastructure and Environment Committee on 5 May 2009.
- 3.14 That report noted that historically there has been a presumption against traffic routing on Charlotte Square and that this position has been supported by Edinburgh World Heritage Trust, Historic Scotland, The Cockburn Association and The National Trust.
- 3.15 The report concluded that any proposals which sought to make Charlotte Square a main traffic route would likely generate objections from those groups but considered that the alternative of re-opening Hope Street one-way eastbound would be less contentious.
- 3.16 The measure to allow general traffic one-way eastbound on Hope Street was therefore included in the Tram TROs. The TROs (TRO1) have now been made and the one-way system will be introduced as part of the tram project.
- 3.17 It is important to note that there are competing demands for space in the Charlotte Square area, all of which need to be taken into account. The Council are considering a planning application lodged in November 2011, for example, for the rationalisation of carriageway and footway space around the Square in association with planned developments. It is recommended that no further action be taken to change traffic arrangements on Charlotte Square at this stage.
- 3.18 Option 2 identified by the Moray Feu Traffic Subcommittee is “*opening the bus-gate at Queensferry Street to general traffic*”. The group identified the following benefits:
- a) *Would provide a direct route from Lothian Road to Queensferry Street, by-passing the Moray Feu; and*
  - b) *Would also by-pass Charlotte Square for S-N through traffic.*
- 3.19 A key issue with this proposal is that it requires a dedicated right-turn lane from Shandwick Place into Lothian Road. However, with the introduction of the tram tracks and the retention of the necessary Shandwick Place to Queensferry Street right-turn lane there is insufficient space for that.

- 3.20 In addition to the above, the right-turn facility from Shandwick Place into Queensferry Street is as long as the available space permits and, as such, it does not have enough spare capacity to accommodate general traffic as well as the public transport for which it is designed.
- 3.21 Notwithstanding the above constraints, it may be possible to allow HGVs to exit from Queensferry Street overnight, at which time demand for space is reduced and there is potentially spare capacity. It is recommended that the situation be reviewed post-implementation of tram, to establish what actual spare capacity there is.
- 3.22 Under the general heading of “*Mitigating Measures within the Moray Feu*” the group identified a number of options which they wished to see considered.

**“Retention of Princes Street / Shandwick Place Overnight Opening”**

- 3.23 In their letter of 18 October 2011 the Moray Feu Traffic Subcommittee state:

*“Overnight opening to general traffic of Princes St / Shandwick Pl, introduced by CETM, should be retained as a means of reducing all forms of traffic through the Feu during the hours of sleep for residents”.*

- 3.24 In the report, Edinburgh Tram – Remediation and Reinstatement, to the Committee on 29 November 2011, where it was noted that the tram Traffic Regulation Orders (TROs) already permit loading vehicle access overnight (8pm to 7am) on Shandwick Place, it was recommended that the Orders should be varied to permit through-traffic during the same hours.
- 3.25 This was approved and the intention is that the draft order will be advertised this year. If that statutory process is successful it would then be possible to implement this during the tram testing and commission phase in early 2014.
- 3.26 The report also noted that an initial review had been carried out to establish if the same relaxation could be introduced during daytime off-peak hours, ie 0930am to 3pm. That work confirmed that the location is “*particularly traffic sensitive*” so the recommendation was that no immediate action should be taken and that the situation should be reviewed, post-implementation of tram, to establish what actual spare capacity, both in terms of space and time, is available during the day. This was approved.

## “HGV Ban”

3.27 In their letter of 18 October 2011 the Moray Feu Traffic Subcommittee state:

*“The removal of HGV and long distance bus traffic transiting the Feu is considered as of the utmost priority. These heavy diesel engined vehicles which first appeared after the February 2008 closure of Shandwick Place, are seen as constituting a serious health risk to residents - due in particular to the constant exposure to carcinogenic pollutants and overnight sleep disturbance - and they have no place in a residential area. The workshop believes that a ban on such vehicles using the Feu as a through route should be implemented by road sign in the same manner that other traffic restrictions are enforced throughout the city. Service vehicles with business in the Feu would be unaffected.”*

3.28 The issue of HGV bans was considered in the report, *Edinburgh Tram – West End Traffic Management*, to the Committee on 5 May 2009.

3.29 The report noted that:

*“Lothian and Borders Police have raised concerns about the resource implications any additional HGV restriction would have, and have confirmed that they are not in a position to be able to commit resources and that any restriction installed would need to be self-enforcing and not dependent upon Police activity in order to be successful. The Police also stated that putting in place such a restriction without any mechanism for ensuring compliance will raise unrealistic expectations from residents as regards enforcement.*

*It is not practicable to install a physical restriction that would be self-enforcing that only applies to certain vehicles at different times of the day. A traffic sign solution is the only possible way of introducing the HGV restriction.”*

3.30 The Moray Feu’s suggestion in their letter of 18 October 2011 that “*Service vehicles with business in the Feu would be unaffected*” serves to underline the concerns both the police and the Council have with a system which looks to distinguish between different elements of traffic. The position has therefore not changed and an HGV ban cannot be recommended.

3.31 The proposed relaxations on Shandwick Place discussed in paragraphs 3.22–3.25 above will effectively serve the same purpose, certainly during the night time hours which are of primary concern to the Moray Feu, inasmuch as vehicles other than those with “*business in the Feu*” would have an alternative route available to them during the night.

3.32 On the broader theme it is worth noting that at its meeting on 2 August 2011, the Transport, Infrastructure and Environment Committee considered a report on “*Freight Action Plan for Consultation*”. Committee agreed to authorise the Director of City Development to implement a stakeholder consultation on Work Package 1 Quality Freight Corridor and use the outcome to inform the review of the Local Transport Strategy.

- 3.33 The report also covered other road freight related activities, such as a freight consolidation centre, use of park and ride sites for lorry parking and automated loading and unloading booking systems. Although these will not be subject to stakeholder consultation, the report mentioned that they will be considered in the forthcoming freight section of the Local Transport Strategy review. Proposals for a Quality Freight Corridor and a freight consolidation centre could have the potential to reduce the environmental impact of road freight operations in Edinburgh.

#### **“Traffic Light Control”**

- 3.34 In their letter of 18 October 2011 the Moray Feu Traffic Subcommittee state:

*“Limiting the green phase on the traffic lights at either end of the Feu is seen as a simple and practical method of inducing traffic to use an alternative to the Feu route, and agreement is sought that this will be employed in the event of the volume failing to meet the increases predicted by the Colin Buchanan modelling of 2 % am and 5 % pm. In fact the workshop sees no reason why, with the elimination of HGVs, the target should not be set at zero increase: particularly in view of the significant increase already suffered in 2005 consequent upon CETM.”*

- 3.35 This proposal cannot be a stand-alone measure but requires an “*alternative ... route*” onto which traffic can divert.

- 3.36 Traffic signal settings are constantly reviewed and they are optimised to reflect the demand at each junction. At key junctions the settings generally change throughout the day to reflect peak and off-peak variations in demand. In the event that any changes to the road network were put in place, as a consequence of the workshops or otherwise, the traffic signal settings at either end of the Moray Feu would be reassessed.

#### **“Glenfinlas Street Barrier Replacement”**

- 3.37 In their letter of 18 October 2011 the Moray Feu Traffic Subcommittee state:

*“To avoid further increase in traffic through the Feu, the workshop seeks an assurance that the barrier at the foot of Glenfinlas Street will be permanently reinstated as soon as the relevant tram works are completed.”*

- 3.38 The intention is that the closure of Glenfinlas Street will be maintained, so the barriers will be permanently reinstated once all the temporary traffic management arrangements are completed.

## **“Pavement Blisters, Road Bumps, 20 mph Speed Limit, Pedestrian Crossings”**

3.39 In their letter of 18 October 2011 the Moray Feu Traffic Subcommittee state:

*“After considerable deliberation the Workshops considered that these controls would be unnecessary if the measures detailed above proved successful, noting that each carries a degree of downside. However they remain potential measures that must be revisited in the event that satisfactory mitigation is not achieved by the measures recommended above.”*

3.40 These comments are noted and it is recommended that these issues are reviewed once the tram project is completed.

## **4 Financial Implications**

4.1 There are no funding implications at this time but that will need to be reassessed following any future reviews.

## **5 Equalities Impact**

5.1 There are no adverse equalities impacts arising from this report.

## **6 Environmental Impact**

6.1 There are no adverse environmental impacts arising from this report but it is worth noting that as a result of concerns expressed by residents of the Moray Feu additional air quality monitoring has been carried out on Great Stuart Street since July 2009 with further additional air quality checks having been introduced from June 2011 to include monitoring on building facades and at basement level.

6.2 The 2009 and 2010 data from the original monitoring points is currently available and has shown that air quality standards for nitrogen dioxide have not been exceeded in the Moray Feu area. The 2011 data from the original and additional air quality monitoring points will become available in the first quarter of 2012.

## **7 Conclusions**

7.1 Following a series of workshops the Moray Feu have identified a number of proposals which they wish the Council to consider for mitigating the impact of the tram project on their area.

7.2 Some of these proposals have been reported on previously and are already in hand and it is now recommended that others be taken forward at what is considered will be the appropriate time. Some of the proposals are deemed to be impractical and the recommendation is that they should not be progressed.

## 8 Recommendations

8.1 It is recommended that the Committee:

- a) notes the previously agreed proposals to allow overnight through-traffic on Shandwick Place and notes also that this will go some way to addressing HGV-related concerns;
- b) agrees that a review be undertaken, post-implementation of tram, to establish if the proposal for Shandwick Place can be extended to allow through-traffic during the daytime, off-peak;
- c) notes the position with regard to maintaining the traffic arrangements on Charlotte Square and agrees that a review be undertaken, post-implementation of tram, to establish if overnight HGV access can be introduced on the Queensferry Street – Shandwick Place link;
- d) notes that the Glenfinlas Street closure will be maintained; and
- e) agrees that an independent Chair should be appointed for future workshops.

**Mark Turley**  
Director of Services for Communities

---

Appendices	None
Contact/tel/Email	Alan Bowen, 0131 623 8804, <a href="mailto:alan.bowen@edinburgh.gov.uk">alan.bowen@edinburgh.gov.uk</a>
Wards affected	Ward 11 – City Centre
Single Outcome Agreement	Supports National Outcome 10 – ‘We live in well-designed, sustainable places where we are able to access the amenities and services we need’.  Supports National Outcome 15 – ‘Our public services are high quality, continually improving, efficient and responsive to people’s needs’.
Background Papers	None

\*