

**CITY OF EDINBURGH COUNCIL****WRITTEN SUBMISSION****Summary**

Waverley and Haymarket are significant stations for Scotland as well as Edinburgh. The number of passengers using them has grown substantially in recent years, and is projected to continue doing so. However, the infrastructure providing access to and from the stations is considered to be inadequate and is increasingly struggling to keep pace with this growth.

Both stations have been the subject of major improvement providing additional capacity and passenger facilities, but the continuing growth in passenger numbers has been addressed only within the existing curtilage of the stations. The recent improvements did not address wider accessibility issues, which are widely regarded as inadequate for access on foot, by bike or bus; and were compounded by the recent removal of vehicular access at Waverley. Neither Waverley nor Haymarket can accommodate safely and conveniently those seeking to access them without significant improvements to their immediate environs and approaches.

**Background**

Waverley and Haymarket stations are the second and fourth busiest in Scotland by footfall. Waverley in particular is a gateway to Scotland, being a focal point for Anglo-Scottish services.

The Scottish Government is investing significantly in rail infrastructure, notably through the Edinburgh/Glasgow Improvement Programme (EGIP) and associated schemes. Although major improvements are being made to both Waverley and Haymarket stations, this did not address wider access issues affecting those travelling to or from either station on foot, bike and public transport. Access to the stations is currently inadequate qualitatively and quantitatively, as measured against a Station Access Assessment (Network Rail publication 'Investment in stations; a guide for promoters and developers'). The impact of further passenger growth will be significant, and unless access to and from the stations is improved, some routes will go beyond difficult to unsafe.

Members of the public, interest groups and operators also consider access to both stations by walking, cycling and public transport to be inadequate. The need to improve access to stations, particularly by Active Travel, was a theme that emerged from recent consultation<sup>1</sup>.

The recent removal, at very short notice, of vehicular traffic from Waverley has exacerbated access problems on adjacent streets. It improved the environment within the station, but only by relocating conflicts onto the surrounding public roads.

Good connectivity is crucial to competing effectively in the global economy and good regional services are necessary to transport growing numbers of commuters. Economic growth will be hampered unless traffic congestion is addressed and Edinburgh equipped with a modern

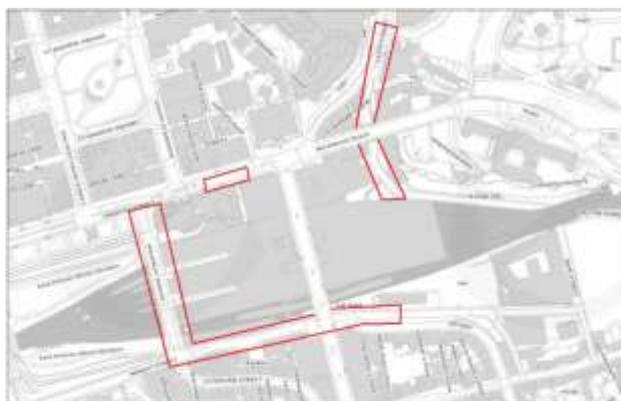
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<sup>1</sup> *Report to Transport and Environment Committee, City of Edinburgh Council, 27 Aug 2013 'Public and Accessible Transport Action Plan; Report on Consultation'*

transport system. These themes underpin the Council’s Economic Strategy and efforts to attract new inward investment, support business growth and create jobs. High quality infrastructure and public spaces are vital. Furthermore, investment in the City’s development and regeneration will improve capital assets and the environment.

**Problems and Opportunities**

Waverley Station



The Office of Rail Regulation estimated that 18,879,684 passengers used Waverley in 2012-13, a rise of 4.9% on 2011-12 (17,992,340). Network Rail’s Route Plan for Scotland (2011) updated a range of forecasts from the Scotland Route Utilisation Strategy Generation II. From a 2008-9 baseline, ‘Edinburgh conurbation traffic’ is projected to rise 5.6-7.4%/yr, producing 90–118% growth between 2008 and 2025.

In 2012 the Council commissioned a report on access to Waverley (attached). It highlighted the inadequacy of access to the station. The study included a review of a 1999 survey of station use for Network Rail. Halcrow undertook a new survey to update this data, primarily to identify any fundamental changes (other than passenger volume growth) between 1999 and 2012. This indicated that modal split for access to/from the station has remained largely unchanged:

	Bus	Walk
All station users arriving at Waverley	15%	27%
All station users leaving Waverley	7%	47%
Pax catching train; arrival at Waverley	28%	38%
Pax getting off train; leave Waverley	11%	81%

19% of those surveyed were bus users (incl. tour/sightseeing). Of these:			
Train pax	68%	Meeting train pax	10%
Of pedestrians surveyed:			
Train pax	54%	Meeting train pax	6%

Bus stop use:

Princes St	44%	Waverley Bridge	10%
Leith St/Leith Walk	14%*	North Bridge	10%
St Andrew Sq/bus station	14%		

\*80% of these used the Calton Road entrance

If this modal split is applied to the ORR's figures for rail passengers in 2012-13 (nearly 18.9m), it indicates over 11.2m arrived or left Waverley on foot, and over 3.6m by bus. This does not include those who use the station for other purposes (e.g. meeting train passengers, tickets/information); therefore the total numbers arriving or leaving the station are even higher.

The criteria of a Station Access Assessment (SAA) (Network Rail publication 'Investment in stations; a guide for promoters and developers') are not met, notably:

- Clear signposting at road junctions, especially on pedestrian routes to public transport
- Pavements should be 2m wide, obstacle-free
- Limited footway narrowing at existing obstructions should be at least 1m, not more than 6m long
- Buildings and entrances should be prominently signposted and the 'double arrow' logo placed near the main building. It should be displayed at, or near, all station entrances
- Obstructions should be minimised

Footways and paths which meet lower standards applying to less busy routes become inadequate when they have to accommodate the pedestrian volumes which arise from station access. Combining the ORR data with Halcrow's study indicates that, each year:

- Over 6.9m passengers use the Waverley Steps access
- Over 3.8m passengers use the Market St access
- Over 2.2m passengers use Waverley Bridge
- Nearly 1.2m passengers use Calton Rd



Waverley station; existing access via Calton Rd (off-peak)

**Calton Road** use by pedestrians is predominantly to and from the station. Counts by Council staff show that in off-peak hours 71% of pedestrians on this section of Calton Road are going in or out of the station. In peak hours the proportion is even higher. Total pedestrian flow is also higher during peak hours. Vehicular and cycle traffic, however, is less dominated by station-related travel.

Pavements do not comply with the Station Access Assessment. Between Leith Street and St Ninian's Row (over a distance of 35m) the width is generally 1.5m, and in places less; see

photographs above. On the east side of the road pedestrians use a structure which appears to be primarily protection for the adjacent wall. At 0.75m wide it is not a proper footway.



Under Regent Bridge, sections of pavement are only 1.75m, i.e. less than the recommended 2m obstacle-free passage, but comply with the permitted occasional narrowing to no less than 1m over no more than 6m.

The route is made even more unattractive and hazardous by the complex and confusing Calton Rd-Calton Hill minor road junction (see photographs above and plan right); this would ideally be closed to allow more pedestrian space.



Waverley station; existing access via Waverley Bridge (off-peak but 'high season')

**Waverley Bridge** and Market Street are more mixed in use, with many non-station users walking and catching buses. The combination of station users and others means that in peak hours throughout the year, and throughout the day during the peak tourist season, footway widths are insufficient for the volume of pedestrian traffic. The Council is funding and implementing improvements on Waverley Bridge and Market Street.

On Princes Street, the footway between Waverley Steps and South St Andrew Street is congested at peak hours throughout the year, and all day in the peak tourist season. Off-peak, 52% of pedestrians go in/out



of the station; in the peak the proportion is higher. There is also congestion, though less severe, between Waverley Steps and North Bridge. About half of those using Waverley Steps use this section. In total around two-thirds of all pedestrians in this general area are using Waverley Steps. Observation shows that whilst these flows are generally just manageable, when a large group arrives at the top of Waverley Steps (e.g. having all just got off the same train) the flow rapidly breaks down. The photographs above illustrate that even a pavement complying with the SAA (minimum width 2m) may be inadequate for high pedestrian flows.

Network Rail closed Waverley to vehicular traffic after the data above was gathered, resulting in the relocation of all vehicular pick-up/drop-off activity to the streets around the station. Consequently more vehicle/pedestrian/passenger conflicts must be managed on these streets; and the need to encourage access to Waverley by non-vehicular modes is even greater.

### Haymarket Station



Network Rail's Project website states 'Passenger numbers are expected to more than double to approximately 10 million by 2030'. These figures, developed specifically for Haymarket, are more appropriate for assessing the station accesses than the RUS Generation II, ORR and survey data that was available for Waverley.

Estimates for the Haymarket Urban Space Initiative Short Term Working Group predicted morning and afternoon pedestrian flows to/from the station in 2031. Based on a more conservative assumption of Haymarket patronage (i.e. 8-9m by the mid 2030s), it predicted that in the peak (8-9:00), 9,808 passengers will head east towards the city centre, 13% of whom would head to/from the tram, and approximately 87% to/from Morrison Street or Shandwick Place. On Haymarket Terrace this means a peak flow of 163 passengers/min (more than 2.5/sec), not including those heading in the contra-peak direction.

Currently, counts by Council staff show that, off-peak, 58% of pedestrians on Haymarket Terrace at the station are going to or from the station. In peak hours the proportion is even higher. On the west side of Dalry Road 65% of pedestrians walk to/from Haymarket Terrace<sup>2</sup>.

The footways at Haymarket Terrace and Dalry Road in their present state are constraints to achieving safe and convenient access to the station.

On the east side of Dalry Road (upper right picture below) there is a section of pavement exceeding 11m long which is less than 2m wide, thus non-compliant. Elsewhere, footways are wider than 2m, albeit generally only just. There are, however, multiple obstructions.

However, passenger volumes at Haymarket are such that even a clear 2m width is not sufficient at peak hours. The projected peak flow of 2.5 passengers/sec in one direction on Haymarket Terrace would have to negotiate a bottleneck 18m long which is around 2.2m wide.



Haymarket station; existing access via Dalry Rd and Haymarket Terr (off-peak)

<sup>2</sup> The proportion accessing the station cannot be confirmed, but it is likely to be very high.

**Haymarket data; from Haymarket Urban Space Initiative Short Term Working Group Output Document 10/12/10**

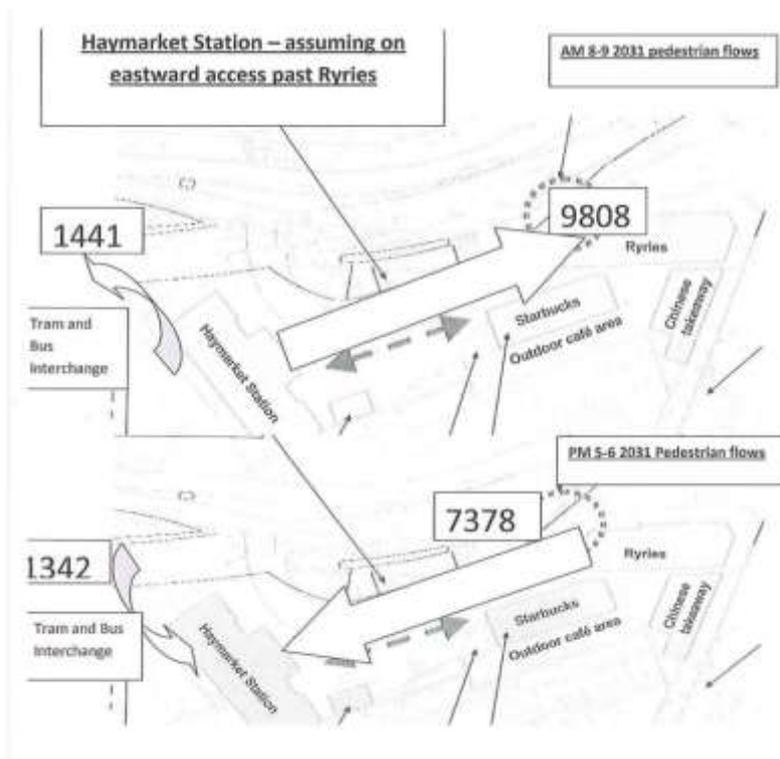
The maps below show predicted future morning and afternoon pedestrian flows to/from the station. Development on the adjacent Morrison St site has been scaled back since this modelling was carried out, but the data indicates the scale of future demand.

Haymarket rail patronage is predicted to increase from 4 million passengers to 8-9m/yr by the mid 2030s. 13% of station users are projected to head towards the tram, approx. 42% towards the Morrison St site and 45% to Shandwick Place.

In the peak hour 87% (9,808) of the emerging passengers are predicted to head east towards the city centre; 20% (1,990) of these towards Shandwick Place and 80% (7,818) up Morrison Street towards The Exchange financial district.

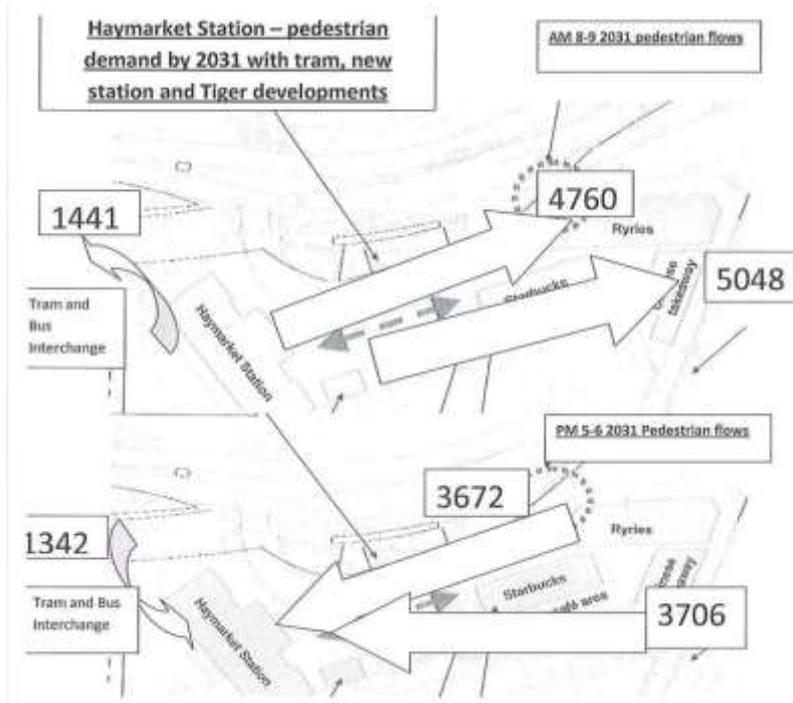
**From Haymarket Pedestrian Facilities March 2007 (Halcrow); Aggregated flows past Ryries**

Upper map 8:00-9:00am ped flows in 2031. Lower map 17:00-18:00 ped flows in 2031



**From Haymarket Pedestrian Facilities March 2007 (Halcrow); Disaggregated flows past Ryries**

Upper map 8:00-9:00am ped flows in 2031. Lower map 17:00-18:00 ped flows in 2031



## **Timeline of events related to Edinburgh Waverley, received from City of Edinburgh Council**

At Waverley, Network Rail has closed the station to general traffic. This had an immediate impact on the surrounding road network; managing this is a work in progress, and an ideal solution has not been identified.

In 2014 the Council committed to significant expenditure (£1 million) to improve Waverley Bridge and Market Street (two of the four sides of the station).

In the absence of rail industry funding, the Council submitted a bid for further improvements to the Scottish Stations Fund, announced by the Scottish Government in 2012 for 'improved access and better facilities for some existing stations...improving the station facilities and accessibility...where appropriate taking advantage of existing or planned works...'

In November 2014, Network Rail informed the Council that the only component of the Council's bid which may be considered is a deck to increase pedestrian space in front of Haymarket station.

On 16 December 2014, the Council hosted a meeting attended by access groups, individuals, Council representatives and MSPs to discuss access and the bid for Scottish Stations Funding (SSF).

The meeting was clear that the internal station environment has improved, but the opportunities presented have not been fully exploited. There has been no satisfactory explanation why pedestrian and cycle access to both Waverley Bridge ramps is restricted, given the substantially reduced traffic levels. Most of the space on both ramps is allocated to the handful of delivery vehicles. There are barriers at the foot of the north ramp.

The Council's Transport Convener wrote to the Chief Executive of Network Rail on 15 January asking him or an appropriate Network Rail representative to attend a meeting in Edinburgh to discuss these matters further. He suggested a meeting with Susan Anderson Route, Commercial Manager at Network Rail.

The Convener also wrote to the Chairman of the Infrastructure and Investment Committee (copy enclosed).

On 23 January the Council's Head of Transport wrote to the Chief Executive of Transport Scotland identifying a number of problems with the Scottish Stations Fund. A reply was received in February.

**Copy of letter received from the Convener of the City of Edinburgh Council's Transport and Environment Committee to the Infrastructure and Capital Investment Committee Convener dated 15 January 2015**

**ACCESS ISSUES AT WAVERLEY STATION/SCOTTISH STATIONS FUND APPLICATION**

Thank you for attending the meeting on 16 December in the City Art Centre, which discussed access to stations in Edinburgh. I agreed to write, on behalf of the meeting, to set out the issues raised; and to ask for the Infrastructure and Capital Investment Committee's support in these matters. I have enclosed a copy of the note of the meeting, for the Committee's ease of reference.

The redevelopment of Waverley and Haymarket stations is welcome. Nevertheless it has left a number of challenges in relation to access. Recent and future growth in patronage of both stations makes this a serious issue.

At Waverley, the station has been closed to general traffic. I have not seen a satisfactory explanation why pedestrian and cycle access to both Waverley Bridge ramps is restricted, given the substantially reduced traffic levels. In essence, most of the space on both ramps is allocated to the handful of delivery vehicles which are still allowed in and out of the station.

As taxis may no longer drive in or out of the station, station access by taxi has relocated onto the surrounding road network, which already has to accommodate many conflicting demands. We believe that the Calton Road entrance could be made much more attractive, and that internal and external signage could be improved.

At Haymarket, redevelopment was carried out within the station boundaries, under permitted development rights. Whilst welcome, this meant that the Council could not use its planning powers to ensure that measures to mitigate external impacts were carried out.

In summary, at both stations the rail industry has carried out redevelopment in a way that has placed additional stress on the public road network. The Council would be happy to work with the industry to address these impacts. But the industry has avoided any financial commitment to doing so.

In the absence of funding from the rail industry (which in other developments is available via the Section 75 mechanism), the Council submitted a bid from the Scottish Stations Fund, announced by the Scottish Government in 2012 for 'improved access and better facilities for some existing stations...improving the station facilities and accessibility...where appropriate taking advantage of existing or planned works...'

In practice applications for funding must be submitted to Network Rail, although it is ultimately Scottish Government money. On applying, it became clear that conditions applying to any Network Rail spending also apply to any SSF awards. In particular,

we understand that funding cannot be awarded unless it is for the primary benefit of station users.

I appreciate the importance of ensuring that Network Rail funding cannot be diverted to non-rail related activities. However, our surveys indicate that most of those people using the public locations that would benefit from the Council's SSF proposals are also users of Waverley or Haymarket stations.

In November 2014 the Council was informed that the decision-making body for the SSF, which is known as the Route Investment Review Group, is supportive of a scheme to create a new deck at Haymarket. This would address a very congested route to the station, and mitigate significant safety risks. However, the RIRG would not support any other improvements at Haymarket or Waverley.

Because the SSF does not fund development work, the Council will have to develop further the Haymarket deck without guaranteed funding for implementation, at a possible cost of £200,000.

It also appears further 3<sup>rd</sup> party funding may have to be contributed to implementation. The City of Edinburgh Council is enhancing Waverley Bridge and Market Street around Waverley station, at a cost of some £1,000,000, to address the 'fall out' from the removal of vehicular access to the station. This significantly improves access, driven by actions of the railway industry. But this funding has been excluded from consideration.

Furthermore, Haymarket deck requires construction over a live railway, to specifications that will meet the railway's standards. This suggests that the rail industry is better placed to develop it further, albeit with support from the Council, rather than the other way round.

I would be happy to send you details of our various proposals if you wish, but at this stage am writing to set out the issues which have arisen. You will appreciate that this Council would be more than happy to work in partnership with the rail industry. However, our experience is that there needs to be a cultural change within parts of the industry if real partnerships are to be formed.

In conclusion, any support which your Committee is able to provide to improve access to Waverley Station and on the other matters raised would be greatly appreciated.

I look forward to receiving the Committee's views and hopefully an update indicating that you are able to assist in these issues.

Yours sincerely

Councillor Lesley Hinds  
Convener of Transport and Environment