
PEEBLES TRANSPORT STUDY

Report by Service Director Regulatory Services

EXECUTIVE

24 March 2015

1 PURPOSE AND SUMMARY

- 1.1 This report updates Members on the current position in terms of the Peebles Transport Study and details the results of a consultation exercise that was held in the town in January 2014.**
- 1.2 The Peebles Transport Study has considered a range of options to help address the traffic issues which are likely to arise in Peebles as the town continues to grow in the future.
- 1.3 The results of the appraisal process suggested that three bridge options (B3, B7 and B8) provided the best balance in terms of meeting the objectives of the study and it was agreed at the Environment and Infrastructure Committee (November 2012) that these options would form the basis of future analysis and that a further consultation exercise be undertaken in the local community. A plan showing the three proposed bridge options is provided in **Appendix A**.
- 1.4 The consultation exercise was undertaken in two parts. Firstly, a workshop was organised in Peebles with various public bodies and community groups in October 2013 and secondly, a three month public consultation exercise in the form of a questionnaire was held between November 2013 and January 2014.
- 1.5 The results of the consultation exercise indicated that there was a wide selection of views held within the local community with respect to the development of the town and in relation to the potential provision of a new road bridge. Approximately 49% of respondents indicated that they were not in favour of a new road bridge and approximately 42% of respondents were in favour of a new bridge being promoted in Peebles.
- 1.6 The most popular bridge option was Option B7 (Cavalry Park East) with approximately 22% of the vote. The least popular bridge option was Option B8 (Cavalry Park West) with approximately 13% of the vote.
- 1.7 From respondents that expressed an interest over 51% preferred a bridge that would blend into the existing area, with approximately 13% of respondents preferring a modern bridge.
- 1.8 A local Access and Transport Strategy for the Scottish Borders is currently being developed by officers, with a view to producing a completed document in 2015/16.

2 RECOMMENDATIONS

2.1 I recommend that the Committee:

- (a) Notes the results of the consultation exercise, and**
- (b) Agrees that this information should be used to inform the consultative draft Scottish Borders Council Local Access and Transport Strategy.**

3 CONSULTATION EXERCISE

3.1 The consultation exercise was undertaken between October 2013 and January 2014 and consisted of two parts. Firstly, a workshop was organised in Peebles with various public bodies and community groups in October 2013 and secondly, a three month public consultation exercise in the form of a questionnaire was held between November 2013 and January 2014.

4 WORKSHOP

4.1 A workshop session with representatives from the local community and interest groups was held in the Burgh Hall on 3 October 2013 and chaired by an independent consultant. A number of Local Members were also present on the night in an observational capacity.

4.2 The participants were allocated into four groups and asked to debate three specific questions:

- How should Peebles be expanded?
- Is a new bridge required?
- Where should a new bridge go and what should it look like?

A brief summary of the key points are provided in **Appendix B**, with more detailed feedback provided in **Appendix C**.

5 QUESTIONNAIRE

5.1 The second part of the consultation process involved the delivery of a questionnaire to the general public in November 2013. The questionnaire was available electronically through the Council website and hard copies were provided in Peebles Library and the local Contact Centre. The consultation period was twelve weeks in length, with a closing date of 31 January.

5.2 The questionnaire asked the following questions:

- How do you travel to work on education on a normal day?
- Where is your main place of work or education located?
- What are the key traffic and transport related issues in Peebles that affect you?
- In general, are you in favour of a new road bridge crossing the River Tweed now or in the future?
- What are the key benefits that a new bridge could provide for the town?
- Of the three proposed bridge options proposed, which would be the best location for the town?
- If a new road bridge were to be built in Peebles, should it be a bridge that blends into the existing area or a modern bridge that makes a statement for the town?
- If a new bridge were to be built, should a local architect be involved in the design process?

Over 200 responses to the questionnaire were received. A summary of the results are provided in **Appendix D**, with a more comprehensive response provided in **Appendix E**.

6 NEXT STEPS

- 6.1 The proposal for a new vehicular bridge for Peebles has been included in the Capital Financial Plan 2015/16 – 2024/25 with implementation planned for 2022/23. It is considered important that we continue to discuss this proposal with prospective developers in terms of delivering potential private sector contributions.
- 6.2 Officers are currently developing an updated Local Access and Transport Strategy for the Scottish Borders which will be subject to a wide ranging consultation exercise. A proposed new bridge for Peebles, reflecting the capital plan, will be a project that forms part of this strategy document, therefore offering strategic consultees, local groups and the general public the opportunity to provide further comments on this proposal.

7 IMPLICATIONS

7.1 Financial

The cost estimates for a new bridge will largely depend on the chosen design option and the relevant links to the existing road network, including land costs and potential constraints such as flooding and public utilities. However, a cost estimate contained within the current Capital Plan suggests that a new bridge could cost in the region of £18m.

7.2 Risk and Mitigations

Previous work has shown that the capacity of Tweed Bridge will be reached by approximately 2020. Thereafter there is a risk that traffic levels within the town could begin to act as a constraint on economic development without the planned development of a new bridge crossing to alleviate the pressure on the existing infrastructure. There are also inherent risks to the town on relying on a single road crossing over the River Tweed, should there be a deterioration of the existing structure due to flooding or incidental damage.

There is also a risk that Scottish Borders Council will not be able to allocate suitable financial resources to the promotion of this project without significant contributions from the private sector.

7.3 Equalities

An Equalities Impact Assessment has been carried out on this proposal.

7.4 Acting Sustainably

The provision of a new road bridge for Peebles was considered as part of a STAG appraisal and the two main alternatives to a new bridge detailed in previous work were improved bus services and an improved walking and cycling network. On their own these alternative options do not meet the key objectives of the study. However, the provision of a new bridge could help to improve public transport provision and provide an enhanced walking and cycling network in Peebles and therefore they should be considered as complementary to the final bridge option proposals.

7.5 Carbon Management

The overall effect on carbon emissions is not known. However there will be a balance associated with the development of the town and the proposed reduction in traffic congestion in the centre of Peebles.

- 7.6 **Changes to Scheme of Administration or Scheme of Delegation**
There are no changes to be made to the Scheme of Administration or the Scheme of Delegation as a result of these proposals

8 CONSULTATION

- 8.1 The Chief Financial Officer, the Monitoring Officer, the Chief Legal Officer, the Service Director Strategy and Policy, the Chief Officer Audit and Risk, the Chief Officer HR, and the Clerk to the Council have not yet been consulted and their comments will be incorporated into the final report.
- 8.2 The Chief Executive, Depute Chief Executive Place, Corporate Transformation & Services Director, Service Director Neighbourhood Services, Service Director Commercial Services and Service Director Capital Projects have been consulted and their comments will be incorporated into the final report.

Approved by

Director of Regulatory Services

Signature

Author(s)

Name	Designation and Contact Number
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Background Papers: None

Previous Minute Reference: Environment and Infrastructure – 8 November 2012
Executive – 6 September 2011

Note – You can get this document on tape, in Braille, large print and various computer formats by contacting the address below. Jacqueline Whitelaw can also give information on other language translations as well as providing additional copies.

Contact us at Jacqueline Whitelaw, Place, Scottish Borders Council, Council Headquarters, Newtown St Boswells, Melrose, TD6 0SA, Tel 01835 825431, Fax 01835 825071, email eitranslationrequest@scotborders.gov.uk.

Appendix A



Appendix B

How Should Peebles Be Expanded

Group One

- If Peebles is to be expanded it requires full supporting infrastructure;
- Expansion would be better on the north side of the town.

Group Two

- The south east of the town offered the only potential option for expansion;
- There was a need for a plan led approach rather than an appeal led approach

Group Three

- Debate on whether there should be modest or significant growth for Peebles;
- Significant growth might trigger the need for a new retail centre to the south of the river;
- A new bridge is unlikely to have any significant impact on this decision.

Group Four

- The focus should be in creating a community, not just housing;
- Growth should be focused on the Borders Rail Project;
- However, if expansion in the western borders is required then Peebles and Cardrona would be the right place.

Is A New Bridge Required

Group One

- Yes, a new bridge is required, it should not have too much of an impact on the High Street;

Group Two

- A new bridge is required, but it was tied to potential development;
- Local traffic could be reduced (and hence the need for a bridge) by developing the cycle network and discouraging traffic around schools.

Group Three

- A new bridge should be provided to increase connectivity in the town especially in relation to walking and cycling;
- Walking and cycling networks in the town should be improved now and for modest growth a new bridge might be restricted to these modes;
- If there was significant growth in the town then a new bridge would be required, but further to the east than the proposed options;
- A new road bridge could change the centre of gravity within the town and damage the High Street;
- A disaster plan should be developed to help alleviate concerns regarding the existing bridge.

Group Four

- Could an increase in walking and cycling reduce the amount of traffic on the roads;
- Will the growth of Cavalry Park change the balance in the town;
- Can the town adequately depend on one existing bridge;
- A new bridge could damage the town centre.

Where Should A New Bridge Go and What Should It Look Like

Group One

- Route B3 is the preferred option;

Group Two

- It was felt that a better route would be to the east of Cavalry Park;

Group Three

- The level of commitment towards the bridge should be sorted out before the detailed design of a structure is discussed;
- A new bridge should as unobtrusive as possible;
- Options to support walking and cycling would possibly be a better use of money.

Group Four

- The preferred route was a variant on route B7;
- Route 8 through the playing fields was felt to be a non-starter;
- The preferred route should be unobtrusive and more thought should be given to the siting and design of the junctions

Peebles Transport Workshop

Groups Consultation – 3rd October 2013, Burgh Hall, Peebles

Feedback from the four Workshop Groups

Question:	1. How should Peebles be expanded?
Group:	<ul style="list-style-type: none"> • As noted in the Local development Plan; • Other possibilities; • Implications of un-planned development.
1	<ul style="list-style-type: none"> • If Peebles is expanded it requires full supporting infrastructure. • Expansion would be better on the north side of the river since this is already better provided with facilities than the south side.
2	<ul style="list-style-type: none"> • It was recognised that there were problems of expanding on the north side due to flooding, the east side due to access problems and the golf course, and the west side from constrained ribbon development and flooding. • Therefore the south east offered the only potential option. • There definitely was a need for a 'plan' rather than being dependent on planning 'appeals'.
3	<ul style="list-style-type: none"> • There was some debate over whether there should be a 'modest' (as proposed) or 'significant' growth in Peebles. If there was 'significant' growth this might include a new retail centre on the south side to 'match' residential growth. The provision of a bridge would be unlikely to provide any significant impact on the decision between these two options.
4	<ul style="list-style-type: none"> • The focus of any plan should be on creating a community, not just housing, with mixed land uses. • If there is a need for growth in the Borders then this should be primarily focussed around the Borders Railway. • However if there must be expansion in the western Borders then Peebles / Cardrona would be the right place.

Question:	2. Is a new bridge required?
Group:	<ul style="list-style-type: none"> • Implications of new housing development; • Existing transport generators; • Implications for High Street; • Reliance on a single bridge.
1	<ul style="list-style-type: none"> • Yes a new bridge is required, it should not have too great an impact on the High Street.
2	<ul style="list-style-type: none"> • A new bridge was required but this was very much tied to the potential development (or vice versa - it was a 'chicken/egg' situation). • However it was also felt that traffic could be reduced (and thus reducing the need for a bridge) by enhancing the cycle network and discouraging traffic around schools.
3	<ul style="list-style-type: none"> • A new bridge should be provided to increase the permeability / connectivity of the town – to be looked at in multi-use terms for walking / cycling / car movement across the town. • For walking / cycling the permeability / connectivity across the town

	<p>should be tackled now - and for 'modest' growth a new bridge might be restricted to these modes.</p> <ul style="list-style-type: none"> • If there was 'significant' growth a new road bridge would be required further to the east than the present proposals. • The development of a new road bridge might change the 'centre of gravity' of the town and damage the trade of the High Street. • There was a recognition that there should be a 'disaster plan' in place in case anything happened to block the existing bridge.
4	<ul style="list-style-type: none"> • The main reasons for identifying the need for a new bridge were questioned in the following terms – <ul style="list-style-type: none"> ○ Could modal split change to greater use of walking / cycling and reduce car demand? ○ Will the growth of Cavalry Park change the balance in the town? ○ Can the town adequately depend on the existing bridge for the foreseeable future? ○ If a new bridge is provided then this may damage existing business in the town. <p>No conclusion was achieved to these questions.</p>

Question:	3. Where should a new bridge go and what should it look like?
Group:	<ul style="list-style-type: none"> • <i>Options;</i> • <i>Design preference;</i> • <i>Any other comments.</i>
1	<ul style="list-style-type: none"> • Route B3 is preferred (B7 and B8 felt not to be good routes) • It should be a single span bridge.
2	<ul style="list-style-type: none"> • The proposed routes seem to have not been adequately defined in terms of their links into the existing transport networks – it was felt that a better route would be east of Cavalry Park.
3	<ul style="list-style-type: none"> • It was felt that the consultants had been given too restrictive briefs. • The level of commitment to the bridge should be sorted out before detail design discussed. • The bridge should be as unobtrusive as possible. • Options to support walking and cycling should be developed – potentially a better use of money.
4	<ul style="list-style-type: none"> • The preferred route was a variant on route 7 moving its southern junction eastwards (the existing junction was felt to be at a very poor position). • Route 8 was felt to be a 'non-starter' due to its effect on the playing fields. • Any adopted route should be made as unobtrusive as possible – and more thought should be given to the functional siting and design of the intersections. • The design of any new bridge should seek to be 'simple' and 'match' as much as possible the existing Peebles Bridge.

Subsequent discussion following the Workshop Groups Feedback

A number of themes were identified from the feedback from the Workshop Groups and these were explored further among all the participants. The general conclusions to be drawn from these discussions were:

- The dependence on the existing single bridge in Peebles is not viewed as critical as long as there is a 'disaster plan' in place and the continuing usage of the bridge is monitored (as well as the surrounding road network).
- Walking and cycling should be encouraged (by infrastructure, control and exhortation) throughout the Peebles area to reduce car use as much as possible.
- There is no immediate case for a new bridge, but in any case this should be looked on in a broad context of connected transport provision as a potentially multi-use facility for walking/cycling, and possibly road traffic.
- The planning for Peebles should be undertaken by an adopted plan rather than by planning appeals – and a reservation for a multi-use transport link and bridge should be included in the plan.
- An 'iconic' design for a new bridge is not sought and preference should be for a classical stone bridge.

Appendix D

How do you travel to work or education on a normal day?

Over 67% of participants indicated that they used the car on a normal day to get to work or educational facilities, with walking (10%) the next highest value.

Where is your main place of work or education located?

The highest number of respondents (28%) indicated that they travelled north of Peebles to get to their main place of work or educational facility, whilst within the town, approximately 22% of respondents indicated that they travelled to the south side and approximately 19% travelled to the north side of Peebles.

What are the key traffic and transport related issues in Peebles that affect you?

The consultation responses identified three key priorities:

Priority 1 – Traffic congestion in the town centre

Priority 2 – Parking in the town centre

Priority 3 – Speed of traffic in Peebles/Parking in the town centre

In general, are you in favour of a new road bridge crossing the River Tweed now or in the future?

The responses indicated that 49% of participants were not in favour of a new road bridge being built in Peebles, with 42% of people in favour of a new bridge being provided for the town.

What are the key benefits that a new bridge could provide for the town?

From respondents that expressed support for a new bridge, approximately 81% of these respondents indicated that a new bridge would reduce the reliance on a single river crossing connecting the north and south of the town and approximately 80% of respondents indicating that a reduction in traffic congestion in the town centre would be a key benefit.

Of the three proposed bridge options proposed, which would be the best location for the town?

The most popular option was B7 – Cavalry Park East with approximately 22% of respondents choosing this option. Option B3 – Cavalry Park Central gained approximately 19% and Cavalry Park West was the least popular option with approximately 13% of respondents choosing this option. It must also be noted that over 46% of respondents indicated that an additional bridge for the town was not required.

If a new road bridge were to be built in Peebles, should it be a bridge that blends into the existing area or a modern bridge that makes a statement for the town?

Over 51% of respondents preferred a bridge that would blend into the existing area, with approximately 13% of respondents preferring a modern bridge. It must also be noted that 35% of respondents indicated that an additional bridge for the town was not required.

If a new bridge were to be built, should a local architect be involved in the design process?

44% of respondents would prefer the input of a local architect, whilst 45% expressed no opinion and 12% indicated they would prefer not to see the input of a local architect.

Second Bridge for Peebles

- 1. Please provide your full post code. (This information will only be used in relation to this particular study)**

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total
Total	118	58	16	5	197
%	59.9%	29.4%	8.1%	2.5%	100.0%

- 2. How do you travel to work or education on a normal day?**

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Total %
01. Car	86	28	14	5	133	67.5%
02. Van	3	3			6	3.0%
03. Passenger	3				3	1.5%
04. Bus	2	4			6	3.0%
05. Cycle	1	1	1		3	1.5%
06. Walk	9	11			20	10.2%
07. Retired	8	3			11	5.6%
08. Other	5	6	1		12	6.1%
09. N/A	1	2			3	1.5%
Grand Total	118	58	16	5	197	100.0%

- 3. Where is your main place of work or education located?**

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Total %
01. Peebles North	17	19	1	1	38	19.3%
02. Peebles South	28	10	5		43	21.8%
03. East of Peebles	12	2	3	1	18	9.1%
04. West of Peebles	2	2			4	2.0%
05. North of Peebles	40	10	6		56	28.4%
06. Other	11	9	1	3	24	12.2%
07. Retired	7	3			10	5.1%
08. N/A	1	3			4	2.0%
Grand Total	118	58	16	5	197	100.0%

4. What are the key traffic and transport related issues in Peebles that affect you?

Priority	Priority 1	Priority 2	Priority 3	Total of Priority	Priority %
A. Traffic congestion in the town centre	87	20	14	121	61.4%
B. Speed of traffic in Peebles	16	36	34	86	43.7%
C. Parking in the town centre	36	58	34	128	65.0%
D. Bus services	15	19	23	57	28.9%
E. Lack of cycling opportunities in Peebles	20	14	20	54	27.4%
F. Lack of pedestrian and walking facilities in Peebles	7	12	12	31	15.7%
G. Other	16	38	60	114	57.9%
Grand Total	197	197	197	197	100.0%

Priority 1	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Priority %
A. Traffic congestion in the town centre	51	23	9	4	87	44.2%
B. Speed of traffic in Peebles	11	5			16	8.1%
C. Parking in the town centre	21	12	3		36	18.3%
D. Bus services	9	6			15	7.6%
E. Lack of cycling opportunities in Peebles	11	6	2	1	20	10.2%
F. Lack of pedestrian and walking facilities in Peebles	4	3			7	3.6%
G. Other	11	3	2		16	8.1%
Grand Total	118	58	16	5	197	100.0%

Priority 2	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Priority %
A. Traffic congestion in the town centre	13	5	1	1	20	10.2%
B. Speed of traffic in Peebles	22	11	2	1	36	18.3%
C. Parking in the town centre	32	18	6	2	58	29.4%
D. Bus services	12	6	1		19	9.6%
E. Lack of cycling opportunities in Peebles	7	6	1		14	7.1%
F. Lack of pedestrian and walking facilities in Peebles	10	2			12	6.1%
G. Other	22	10	5	1	38	19.3%
Grand Total	118	58	16	5	197	100.0%

Priority 3	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Priority %
A. Traffic congestion in the town centre	6	6	2		14	7.1%
B. Speed of traffic in Peebles	19	10	5		34	17.3%
C. Parking in the town centre	22	11	1		34	17.3%
D. Bus services	13	7	3		23	11.7%
E. Lack of cycling opportunities in Peebles	14	5		1	20	10.2%
F. Lack of pedestrian and walking facilities in Peebles	5	3	1	3	12	6.1%
G. Other	39	16	4	1	60	30.5%
Grand Total	118	58	16	5	197	100.0%

5. In general, are you in favour of a new road bridge crossing the River Tweed now or in the future?

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Total %
Yes	59	14	8	2	83	42.1%
No	51	40	5	1	97	49.2%
Don't know	8	4	3	2	17	8.6%
Grand Total	118	58	16	5	197	100.0%

6. If you responded "Yes" to Q4 what are the key benefits that a new bridge could provide for the town? (please tick all that apply)

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Benefit %
Reduction in traffic congestion in the town centre	45	13	6	2	66	79.5%
Reduce the reliance on a single river crossing connecting the north and south of the town	49	11	5	2	67	80.7%
Provide an opportunity for the planned development of Peebles in the future	19	5	2	1	27	32.5%
Provide better access to employment land such as Cavalry Park	23	4	3	2	32	38.6%
Offer opportunities to improve bus services for the town	15	5	2		22	26.5%
Other	9	2			11	13.3%
TOTAL	59	14	8	2	83	100.0%

7. Of the three proposed bridge options proposed, which would be the best location for the town?

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Total %
B3 - Cavalry Park Central	24	7	4	2	37	18.8%

B7 - Cavalry Park East	30	8	5		43	21.8%
B8 - Cavalry Park West	20	4		1	25	12.7%
Bridge not required	44	39	7	2	92	46.7%
Grand Total	118	58	16	5	197	100.0%

8. If a new road bridge were to be built in Peebles, do you think it should be

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Total %
A bridge that blends into the existing area	68	26	5	2	101	51.3%
A modern bridge that makes a statement for the town	15	5	5	1	26	13.2%
Bridge not required	34	27	6	2	69	35.0%
The cheapest	1				1	0.5%
Grand Total	118	58	16	5	197	100.0%

9. If a new bridge were to be built, would you like a local architect to be involved in the design process

	A. Peebles - South	B. Peebles - North	C. Tweeddale	D. Outwith Tweeddale	Grand Total	Total %
Yes	53	22	8	3	86	44%
No	14	7	2		23	12%
No opinion	51	29	6	2	88	45%
Grand Total	118	58	16	5	197	100%

10. Are there any other comments that you would like to make in relation to a second bridge crossing in Peebles?

Thank you

