4 Planning Policy Context

4.1 Introduction
This chapter provides a summary of the relationship between the proposals for Line One with the current planning policy context for the area. It summarises relevant policies at regional and local level with respect to the overall development strategy as set out in the statutory development plans. National planning policy of relevance to the proposals in a strategic context is summarised in Appendix C of the ES.

4.2 Regional Planning Context
The regional planning context of the project is determined by the following documents:

- Lothian Structure Plan 1994 (approved 1997), herein referred to as LSP;
- Edinburgh and the Lothians Structure Plan 2015 (Finalised Draft 2003) herein referred to as ELSP.

These documents set out the long-term vision for the development of land within Edinburgh and the Lothians. They provide the strategic planning context for future developments, the basis for decision-making, and estimates of the demand for new housing, transport, employment and retail facilities. The structure plan also outlines the key relationship between land use planning and transport, a theme emphasised by the formation of SESTRANS, a regional partnership of local councils for transport in southeast Scotland.

The main aim of the existing LSP 1994 and the draft ELSP is to “encourage a more sustainable pattern of development by:

- maintaining and enhancing economic competitiveness;
- promoting a more inclusive society;
- protecting and enhancing the natural and built environment;
- integrating land use and transportation.”

Specific to transport, the LSP recognises that long-term investment in public transport infrastructure is vital to curbing car use in the city centre. Moreover, it is clear in stating that the economic benefits of Light Rapid Transit are sufficient to support its development. At the time of writing the LSP safeguarded the routes proposed for the development of LRT and associated depots to allow further evaluation.

The introduction of Edinburgh Tram Line One complies with the aims outlined above. Line One will provide an additional mode of transport with the aim of reducing social exclusion and promoting and enhancing the environment in the long term, with possible modal shift towards public transport and an integrated public transport system of buses, heavy rail and light rail networks within Edinburgh.

Table 4.1 provides a review of relevant structure plan policies as set out in the ELSP and their relationship with the proposals.
### Table 4.1 ELSP Structure Plan Policy Appraisal

<table>
<thead>
<tr>
<th>Policy Number</th>
<th>Nature of Policy</th>
<th>Appraisal</th>
</tr>
</thead>
<tbody>
<tr>
<td>TRAN 1: Safeguarding for Transport Schemes</td>
<td>Land for transport proposals identified within structure plan table 5.1 should be safeguarded from future development.</td>
<td>This has been provided for within the local planning context. Development is in accordance with this policy.</td>
</tr>
<tr>
<td>ENV 1B: National Natural Heritage Designations</td>
<td>Development affecting sites identified such as SPA and SSSI will only be permitted if the integrity of the site will not be compromised or if the qualities resulting in designation are outweighed by economic or social benefits.</td>
<td>Widening works at Starbank Road will have potential impacts on the Firth of Forth SPA &amp; SSSI (see Chapter 9: Ecology and Nature Conservation).</td>
</tr>
<tr>
<td>ENV 1C: International and National Historic or Built Environment Designations</td>
<td>Development affecting sites such as World Heritage Sites, listed buildings, scheduled ancient monuments and royal parks will be resisted.</td>
<td>The proposed alignment passes through part of the Edinburgh World Heritage Site. The proposals also require the demolition of one listed building at Haymarket. The alignment passes through several Conservation Areas and impacts on the setting of a number of listed buildings (see Chapter 8: Landscape and Visual Impacts and Chapter 11: Cultural Heritage).</td>
</tr>
<tr>
<td>ENV 1D: Regional and Local Natural and Built Environment Interests</td>
<td>Development affecting sites such as conservation areas, local nature reserves, designated wildlife sites, etc. will only be permitted if the integrity of the site will not be compromised or if the qualities resulting in designation are outweighed by economic or social benefits.</td>
<td>As above (see Chapters 8 and 11)</td>
</tr>
<tr>
<td>ENV 1E: Features of Local Importance for Flora and Fauna</td>
<td>Identified features of importance in the LBAP will be protected.</td>
<td>The impact on features of local importance identified in the LBAP is assessed in Chapter 9.</td>
</tr>
<tr>
<td>ENV 1F: Environmental or Biodiversity Assessments</td>
<td>Development affecting any designated site will be subject to appraisal and mitigation measures for environmental or biodiversity impacts.</td>
<td>Compliance with this policy is ensured through the EIA process.</td>
</tr>
<tr>
<td>ENV 5: The Coast</td>
<td>Development along the developed coast will be supported where it demonstrates a need for coastal location or contributes to area regeneration. Development on undeveloped coast will have to display benefits outweighing the detrimental environmental impact.</td>
<td>The alignment from Granton to Leith runs along developed coast. The scheme will contribute to improving access to and around the city for communities along the route. Effects of works to the seawall at Starbank are addressed in Chapter 9.</td>
</tr>
<tr>
<td>ECON 2: New Land for Economic Development</td>
<td>New development should be integrated into networks for access, particularly where these are expected to generate increased travel demand.</td>
<td>The Line One development will improve access to and from a number of key development sites and enhance integration with existing transport modes.</td>
</tr>
<tr>
<td>IMP 3: The Action Plan</td>
<td>Councils should work with key agencies to bring forward the key infrastructure projects highlighted in the Action Plan</td>
<td>The Line One development route is earmarked within the Action Plan as a key infrastructure project.</td>
</tr>
</tbody>
</table>
4.3 Relevant Local Plans

The local planning framework is established by the following local plans which, together with the Structure Plan, make up the statutory Development Plan.

- Adopted Central Edinburgh Local Plan (CELP) (May 1997).
- Adopted North West Edinburgh Local Plan (NWELP) (January 1992). This plan was incorporated with the South West Edinburgh Local Plan to create the West Edinburgh Local Plan (currently in draft form).
- Draft West Edinburgh Local Plan (WELP) (March 2001). It is now unlikely that this draft plan will be finalised given the decision to reduce the number of local plans covering the area.

The City of Edinburgh Council has proposed that the number of local plans covering Edinburgh be reduced to two, these being the Edinburgh City Local Plan (urban area) and the Rural West Edinburgh Local Plan (rural area). There has been no published commitment to this yet, although it is anticipated that a consultation exercise will begin in March 2004.

Although the WELP is now unlikely to be finalised, the extant local plan for North West Edinburgh is fairly outdated, and there is a general acceptance of the WELP as the most up to date statement of council policy for this area. As such, this planning review includes the draft WELP.

The local plans within Edinburgh are developed within the framework of national policies and guidelines, such as NPPGs and PANs as well as regional policies and guidelines, such as the Lothian Structure Plan 1994. The local plans' focus is to “take account of, and contribute to, a wider agenda for social and economic change with environmental conservation”, specifically, this focus refers to issues such as:

- sustainable development;
- protecting and enhancing the quality and character of the natural and built environment;
- maximising employment prospects;
- improving accessibility and the choice of transport in a safe and sustainable way; and
- fostering a sense of place, identity and community for local areas (i.e., promoting social inclusion).

The local plans are supported by the Local Transport Strategy (LTS), which was submitted to the Scottish Executive in 2000 by CEC. The LTS sets out the overall vision of transport in Edinburgh for the next 20 years and details short-term proposals for transport in Edinburgh within the next five years. The aims of the LTS are consistent with those of the regional and local plans relevant to the proposal and also those aims of the proposal itself. These aims include:

- reducing the environmental impacts of travel, and
- enhancing social inclusion.

Within these local plans and the LTS, future transport proposals and likely route alignments are shown on plans and proposals maps. The development of LRT is addressed within the LTS with development programmed for the long term (starting 2006 onwards).
4.4 Local Plan Policy

This section presents an analysis of the policy compliance of the proposed tram system with local planning policies expressed in the local plans reviewed above. The assessment is presented in Table 4.2.

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Transport</td>
<td>T4</td>
<td>T4</td>
<td>T2</td>
<td>The route indicated on the proposals map will be protected from development for the possible construction of a Light Rail system.</td>
<td>The proposed alignment reflects this designated route.</td>
</tr>
<tr>
<td>Open Space</td>
<td>GE1</td>
<td>E6</td>
<td>E7</td>
<td>The protection of open spaces will be given overriding consideration when development is proposed in Central Edinburgh</td>
<td>No designated areas of open space will be lost as a result of the proposals.</td>
</tr>
<tr>
<td>Recreational Amenity</td>
<td>GE5</td>
<td></td>
<td></td>
<td>The amenity and recreational value of the Water of Leith and Union Canal is protected.</td>
<td>Line One crosses the Water of Leith but will have no impact on the recreational value of the area.</td>
</tr>
<tr>
<td>Nature Conservation</td>
<td>GE7</td>
<td>E6</td>
<td>E11</td>
<td>SSSI, UWS, SINC and LNR sites will be protected from potentially damaging development</td>
<td>Tram Line One follows a part of the Disused Railway Network UWS and crosses the Water of Leith UWS on Coltness Viaduct. Although this will have nature conservation impacts, much of the route is also designated for LRT development. Nature Conservation effects are assessed in Chapter 9. The development will affect nature conservation through loss of habitat and impacts on species on the Roseburn Railway Corridor and potential impacts on the Firth of Forth SPA at Starbank. These are assessed and mitigation measures outlined in Chapter 9: Nature Conservation.</td>
</tr>
<tr>
<td>Tree Protection</td>
<td>GE11</td>
<td>E15</td>
<td></td>
<td>Development proposals must “show consideration for any trees on or around the site; the survival and retention of healthy mature trees must be accommodated”.</td>
<td>The development will involve the permanent removal of some mature trees in particular along the Roseburn Railway corridor. Opportunities exist for replacement planting in some areas (see Chapter 8: Landscape).</td>
</tr>
<tr>
<td>Ancient Monuments</td>
<td>CD1</td>
<td>E17</td>
<td></td>
<td>Development in proximity to a scheduled monument must be sited and designed to protect/enhance that setting.</td>
<td>Line One will not directly impact upon any Scheduled Ancient Monuments (see Chapter 11: Cultural Heritage.)</td>
</tr>
<tr>
<td>Listed Buildings</td>
<td>CD2</td>
<td>E18</td>
<td>E4</td>
<td>Proposals affecting listed buildings will be considered against their effect on its character and appearance.</td>
<td>The proposals require the demolition of one listed building at Haymarket. The setting and character of other listed buildings along the route may be affected (see Chapter 8: Landscape and Visual Impacts and Chapter 11: Cultural Heritage).</td>
</tr>
<tr>
<td>Conservation Areas</td>
<td>CD4</td>
<td>CD5</td>
<td>E21</td>
<td>Development in a conservation area will require the retention of all features that contribute to its character and appearance. All new development in a conservation area should have account for its special character and aim to protect/enhance as appropriate.</td>
<td>Development within these areas has been designed to be as unobtrusive as possible (see Chapter 8: Landscape and Visual Impacts).</td>
</tr>
</tbody>
</table>

As above
### General Policy Area

<table>
<thead>
<tr>
<th>CECP Policy No.</th>
<th>NEELP Policy No.</th>
<th>NWELP Policy No.</th>
<th>Provisions</th>
<th>Appraisal</th>
</tr>
</thead>
<tbody>
<tr>
<td>CD8</td>
<td>E20</td>
<td></td>
<td>Development in sites of known or suspected archaeological interest should be the subject of an archaeological evaluation.</td>
<td>Compliance with this policy is covered as part of the EIA. The baseline and mitigation for the proposals are reported in Chapter 11: Cultural Heritage.</td>
</tr>
<tr>
<td>CD9</td>
<td></td>
<td></td>
<td>In-situ preservation of remains will be sought where possible. If not, the Council may agree to recording and safe removal of remains.</td>
<td></td>
</tr>
</tbody>
</table>

| CD14           |                 | Specific development sites are identified and may require individual masterplans. | Design in these areas has taken account of the local plan outline principles. Where the designated route (Policy T4) passes through a Major Development Opportunity area it has been identified within the local plan. |

| L9             |                 | The Council supports proposals to manage the movement needs of tourists provided these are sensitive to the historic environment of the city centre. | Line One is in accordance with this policy as it will provide improvements to circulation and access. |

| T12            |                 | A TIS will be required for major development proposals to assess impacts and remedial measures. | The traffic and transport effects of Line One have been assessed as part of the STAG appraisal (see Chapter 5: Transport). |

**Archaeological Evaluation and Protection**

In general, the proposal for Line One is compliant with national, regional and local planning policy, as light rail development in Edinburgh is specifically recognised in policy and sections of the route are protected. There may be conflicts with some nature conservation and cultural heritage policies, and mitigation measures are set out in relevant chapters to address these.

### 4.5 Key Local Policies

This section outlines a number of key policy areas that emerge from the local plans addressing particular issues relevant to the tram. It provides a brief summary of each of the policy areas identified.

The following key policy areas have been considered:

- Transport
- The Green Environment, Nature Conservation and Open Space
- Offices and Retailing
- Economic Development
- Urban conservation

#### 4.5.1 Transport

The general objectives of the CELP for transport include “the promotion of convenient and efficient public transport services and facilities” (Para 9.18). It is recognised that “excessive and growing traffic volumes and parking pressures have become the most detrimental influences on environmental quality in Edinburgh…” (Para. 9.1, p. 80). This statement drives transport-planning policy over all of the local planning frameworks. The strategy for the city centre is based upon a reduction in traffic volume supported by public transport infrastructure improvements.

The evolution of Edinburgh’s transport strategy has had three main objectives:

- parking restraint in Central Edinburgh;
- promotion of public transport;
- better management of existing infrastructure.
The construction of a tram system in Edinburgh is consistent with the policy objectives outlined in that the route for Line One reflects routes safeguarded in all relevant plans. There is a clear commitment from the local planning framework to the development of public transport in the Capital, and LRT has been recognised in the local plans as a preferable means of achieving better integration between transport modes, greater accessibility and increased transport choice.

4.5.2 The Green Environment, Nature Conservation and Open Space

The NEELP and NWELP support the general principles outlined for Central Edinburgh. These plans also recognise that the development of many of the area’s formerly vacant and derelict sites is increasing the pressure upon areas of open space. Within this there is a need to manage development pressures with a view to safeguarding the natural heritage and open space provision.

4.5.3 Offices and Retailing

The proposed alignment will pass through the existing office and retail core areas of the city centre. Within the area designated as the office core, CELP recognises that “…public transport can be supported as the principal means of transport for journeys to work”.

The council is also keen to promote development that would improve facilities for shoppers and encourage more trips for leisure and shopping.

4.5.4 Economic Development

Economic development and the continued viability of the core area are identified within the CELP as key priorities. As the city centre remains the key employment area in Lothian, its significance, particularly with respect to office development, is clear. It is intended that a concentrated employment function can be maintained where high travel demand is most likely to assist in public transport improvement efforts and the development of LRT.

4.5.5 Urban Conservation

The NEELP identifies the following conservation areas that may be affected by the proposed tram alignment:

- Leith CA
- Newhaven
- Trinity
- Inverleith (part)

The CELP identifies the following conservation areas that may be affected:

- Coltbridge and Wester Coates
- Inverleith
- New Town
- West End
- West Murrayfield

Construction and permanent development of the tram will result in impacts to the setting of several of these. The effects are considered in Chapter 8: Landscape and Visual Impacts.
4.6 Potential Development Sites

A number of key development sites along the route have been identified within the CELP. The route reserved for LRT within the local plan is included in the outline diagrams in the Plan for each development site where its presence has been taken into account. The areas identified are:

- **Annandale Street** - this development opportunity lies immediately west of Leith Walk. Preferred land uses of housing and small business/industry are identified.

- **Dalry Road** - at the top end of Dalry Road where it meets Haymarket, development opportunities exist for offices and light industry. An LRT route is reserved along the northern site boundary.

- **Haymarket** - the development site identified at Haymarket is significant for the development of economic and business use at the western gateway to the city centre. Preferred land uses are offices to the east, residential to the west and small workshops where appropriate.

- **Morrison Street** - this development opportunity lies just south of the Haymarket alignment reservation and includes residential potential and a large site for major cultural/business development.

- **Waverley** - This area of the city is identified with a preferred land use stated as bus/rail interchange. At present, ownership of the site is with Network Rail and Parking 2000. Planning permission has been granted for the use of the former bus depot as a coach and car park.

Each of these development sites is located close to the alignment for Line One which has been allowed for in the layout of the proposed developments.

4.7 Other Sites

The following is a brief review of other significant development sites adjacent to the route of the proposed Edinburgh Tram Line One.

- **Granton Waterfront and Harbour** - a masterplan for the Waterfront Edinburgh site at Granton has been prepared by Llewellyn-Davis to regenerate some 140ha of derelict and partly contaminated land in this northern area of the city. Much of this area was previously used for oil storage and distribution, gas production and other industrial uses. Construction work is underway on the WEL site.

- **Granton Harbour Village** – planning permission for a mixed-use development comprising residential units, a hotel and serviced apartments, shops and retail services, restaurants and cafes, public houses, general business, leisure facilities and a marina at Granton Harbour, has been granted.

- **Ocean Terminal** - Edinburgh’s Ocean Terminal complex was opened in 2001 and is located on the waterfront at Leith. It is currently Edinburgh's largest shopping and leisure complex. Various applications have been made since opening to amend a condition of the planning permission and permit various additional areas of retail space and an extension to one retail unit. The existing net retail floor area of Ocean Terminal is 15335 square metres with 1500 car parking spaces.

- **Skyliner** – planning consent was granted to Cala Homes on 5 July 2002 to erect 193 high specification flats in two sixteen storey towers with underground parking, located on Ocean Drive near Leith Port.
4.8 Other National and Local Plans and Strategies

In addition to the statutory development plans and national planning policy, there are a number of other strategies in place covering the area of the proposals. These are outlined briefly in this section.

4.8.1 Action for the New Millennium: Edinburgh City Centre

This document emerged from the work of an inter-agency group established in July 1997 to examine Edinburgh City Centre. The strategy builds on the overall direction established in the statutory development plan as well as the other strategy documents outlined in this chapter. The strategy recognises the importance of improvements to public transport and access to reduce car usage, and states that people will take their business elsewhere if there are no real public transport choices offered. Within its mission statement, the strategy identifies the following three steps among a total of ten:

- Ensure that the city centre quality retail offering is widened and that the shopping environment is easily accessible to all, including young families and those with mobility difficulties;
- Ensure that accessibility to, from and within the city centre is improved;
- Ensure that non-essential traffic is reduced in the city centre and that attractive and accessible alternatives modes of transport to the private car are put in place.

The proposed Edinburgh Tram Line One should contribute to achieving each of these objectives.


This strategy has been produced by the Edinburgh City Centre Management Company Ltd in partnership with key stakeholders, and brings together a number of key priorities for the city centre into a single targeted and resourced plan.

Within the plan, access is highlighted as a key action area with specified priorities including to:

- develop an enhanced public transport service to create a balance between the needs of pedestrians and accessibility;
- maximise accessibility for all users of the city centre including visitors;
- manage existing roadspace and traffic to maximise economic opportunities for business.

Under these priorities, the action plan details the implementation of a new integrated tram system as a high priority with the initial phase to be opened by 2009. A further action area will be to “explore appropriate means of increasing linkages between retail areas in the city centre and explore alternative people moving systems”. A feasibility study is programmed for completion by 2005.

4.8.3 Edinburgh’s City Vision: Building a Better Edinburgh

This document is the result of a consultative process that followed the Scottish Executive’s publication of Building Better Cities (1). It is the City of Edinburgh Council’s response to the document, laying out the Vision Statement to tackle the key problems facing the capital. It proposes a number of key projects for the City Growth Fund bid, a £90M pool of money for the regeneration of Scotland’s six cities (of which Edinburgh has been awarded £24.2M). Whilst these proposals address the issues of bus information and park and ride provisions, there is no direct association with the Line One project.

4.8.4 **The Edinburgh City Plan 1999 and Review of Progress 2001**

The Edinburgh City Plan 1999 is the key strategy document detailing Edinburgh’s pursuit of the community planning agenda. It identifies a set of common goals and objectives with a view to facilitating the work of all public, private, community and voluntary sector organisations towards the greater benefit of the community.

The plan is divided into seven broad strategic themes:

- The capital city and the role of government
- An inclusive society
- Community well being
- Securing prosperity and managing growth
- Education, the knowledge economy and the information society
- The environment - quality and sustainability
- Major development projects

Of particular relevance to Line One is a recognition within the plan of the need to secure the development of economic prosperity against a backdrop of environmental responsibility and sustainable development, and the importance of an inclusive society with respect to access, transportation and local involvement in key decision making.

4.8.5 **Integrated Sustainable Urban Development Policy**

Produced by the City of Edinburgh Council Local Agenda 21 Committee, this document focuses on the traditional elements of environmental protection, but also recognises the proactive role taken by the City of Edinburgh Council in reducing city centre traffic through improvements in public transport infrastructure. The policy refers to targets for increasing the percentage of journeys undertaken by public transport, walking and cycling in Edinburgh.

4.8.6 **The Lord Provost's Commission on Sustainable Development for the City of Edinburgh July 1998**

The commission was set up to “take evidence from all sectors of the community, review information and advise the Lord Provost on changes in policy as might be necessary to enable the City of Edinburgh to achieve a socially, economically and environmentally sustainable pattern of life.” The report of the commission set out a vision of Edinburgh 2020:

- a sustainable city;
- a human city;
- a prosperous city;
- an innovative city;
- an efficiently and effectively managed city;
- a compact city.

4.8.7 **Edinburgh Standards for Urban Design**

This is a recent document which was approved by the Council in August 2003. The guide sets out issues of urban design importance in the context of Edinburgh’s unique townscapes, World Heritage Site and regeneration areas. It draws upon good practice guidance from a number of sources including the Scottish Executive. The Urban Design Principles set out in the report will be adopted by CEC as supplementary planning guidance. The development of the design for Line One has taken account of this guidance, and further assessment of townscape issues is presented in *Chapter 8: Landscape and Visual Impacts*. 