

# Edinburgh and the Lothians Structure Plan 2015

*green belt economy land supply transport jobs housing*



*east lothian edinburgh midlothian west lothian*

# 2015

## **Edinburgh and the Lothians Structure Plan 2015**

THE CITY OF EDINBURGH COUNCIL  
EAST LOTHIAN COUNCIL  
MIDLOTHIAN COUNCIL  
WEST LOTHIAN COUNCIL

As approved by the Scottish Ministers  
on 17 June 2004

**愛丁堡市及路芙茵區發展結構綱領**

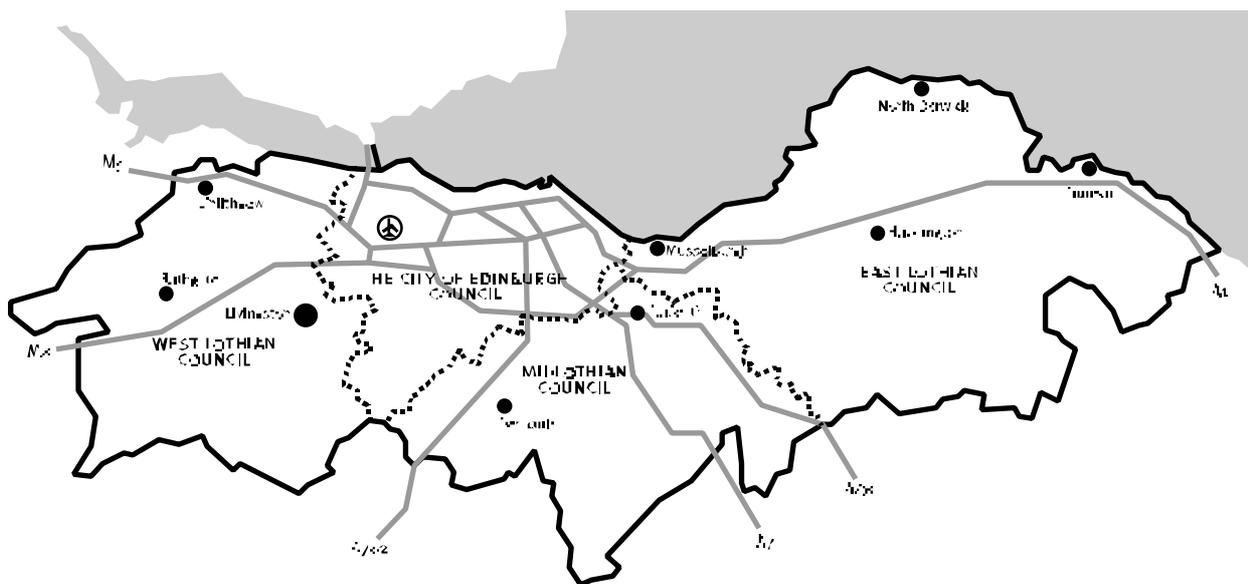
**ایڈنبرا اینڈ دی لوڈینز سٹرکچر پلان**

**এডিনবরা এবং লোদয়ান অঞ্চলের গঠন সংক্রান্ত পরিকল্পনা**

**خطة ادنبرة ولونيان للبناء**

## EDINBURGH AND THE LOTHIANS STRUCTURE PLAN AREA

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# ***WRITTEN STATEMENT***

The Edinburgh and the Lothians Structure Plan 2015 was approved with modifications by the Scottish Ministers on 17 June 2004. The Plan became operative on 21 June 2004. This Written Statement, with its Key Diagram at the rear, incorporates Scottish Ministers' modifications and constitutes the structure plan in force for the purposes of Section 24 of the Town and Country Planning (Scotland) Act 1997. It repeals and replaces the Lothian Structure Plan 1994.

In publishing this consolidated Plan, the opportunity has also been taken to make some non-material corrections to obvious typographical errors and to amend references to the finalised status of the submitted plan.

**Published jointly by:**

City of Edinburgh Council  
East Lothian Council  
Midlothian Council  
West Lothian Council

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# INTRODUCTION

## WHAT IS THE STRUCTURE PLAN?

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- 1.1 The Edinburgh and the Lothians Structure Plan 2015 sets out the long-term vision for the development of land in Edinburgh and the Lothians. It centres on a land-use and transportation strategy together with a set of policies which co-ordinate sustainable public and private investment with the protection of the environment. The structure plan provides the broad framework for local plans, which contain more detailed and site-specific policies. Local plans are required by law to conform to the structure plan. The structure plan and the local plan together comprise the statutory development plan which is the basis for determining all planning applications. The structure plan therefore provides the foundation for all decisions regarding future development in Edinburgh and the Lothians.
- 1.2 This structure plan has been prepared by the City of Edinburgh Council, East Lothian Council, Midlothian Council and West Lothian Council. It was approved by Scottish Ministers on the 17 June 2004 and repeals and replaces the Lothian Structure Plan 1994 which was approved by the Secretary of State for Scotland on 4 July 1997. That plan had a time horizon of 2005 but established a durable long-term settlement strategy to last well beyond that date. The new plan builds on that strategy and rolls forward the strategy to a new horizon of 2015. Many of the previous policies remain valid and are continued in their essentials.
- 1.3 This new plan includes the policies set out in the recent Alteration to the 1994 Plan entitled '*Opencast Coal and Related Minerals*' which was approved with modifications by Scottish Ministers on 19 July 2001. It also incorporates work started on an alteration to the retail policies which was overtaken by the decision to prepare a full replacement plan. The period covered by this plan is from 1 April 2001 to 31 March 2015.
- 1.4 The structure plan must conform to the requirements set out in the Town and Country Planning (Scotland) Act 1997 and the Town and Country Planning (Structure and Local Plans) (Scotland) Regulations 1983. Legislation requires that the plan comprises a written statement of policies and a key diagram (Section 7 of the Act and Paragraph 9 of the Regulations). The Councils must also submit a Statement of Publicity and Consultation which sets out the steps taken to publicise the draft structure plan and the Councils' responses to the comments received (Section 8 of the Act). In addition, there are three other documents which are relevant to the plan and which formed part of the Councils' submission to Ministers under section 7 of the Act. These are:
  - *The Supporting Statement, which contains background information on which the plan is based;*
  - *The Urban Housing Capacity Study, which was carried out to test the assumptions regarding future 'windfall' housing development; and*
  - *The Action Plan, which sets out the actions required to implement the structure plan, including the provision of major items of infrastructure.*

## HOW HAS THE PLAN BEEN PREPARED?

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- 1.5 The 1994 Structure Plan was prepared by the former Lothian Regional Council. At local government re-organisation in 1996, new structure plan areas were established throughout Scotland. Edinburgh and the Lothians coincides with the Lothian area covered by the 1994 Structure Plan (Fig 1). Responsibility for preparing the structure plan passed to the four Councils of the City of Edinburgh, East Lothian, Midlothian and West Lothian. These four Councils have established joint working arrangements in order to produce this new structure plan. The Edinburgh and the Lothians Structure Plan Joint Liaison Committee is made up of elected representatives of each of the Councils and is responsible for implementing the Councils' joint statutory obligation to produce the structure plan.

- 1.6 In preparing this plan, the Councils have taken account of the Government's national planning policy and best practice guidance, particularly *SPP1 'The Planning System'* and *PAN37 'Structure Planning'*. They recognise the need for a new approach to structure planning founded on the need for brevity, clarity, precision and vision. This has resulted in a structure plan which is shorter and much more focused than the previous plan. To achieve this, the plan makes reference to national planning policy only where it directly impinges on the strategy. The Councils believe that many national planning policy objectives can be achieved directly through policies in the new generation of local plans covering larger areas. The plan does not attempt, therefore, to be comprehensive in its policy coverage but focuses on the strategic planning issues on which it can have a direct impact. To achieve brevity, cross-referencing between policies is also kept to a minimum. When considering a development proposal in the context of this plan, it is taken as implicit that it should comply with all relevant policies.
- 1.7 Moreover, since the structure plan is primarily a land use and transport plan, it does not address all the economic sectors and other initiatives which will influence the development of Edinburgh and the Lothians. It does not, for instance, contain specific policies on tourism or the detailed implications of changes in Information and Communications Technology. These are dealt with in other plans and strategies prepared by both central and local government with their local implications considered in local plans.
- 1.8 In August 2000, following the decision to prepare the new plan, the four Lothian Councils published a Major Issues Report in order to generate discussion on the plan's content among stakeholders. The results of this exercise were taken into account in preparing the structure plan. This structure plan was published in draft for consultation on 24 December 2001 and the comments received were taken into account in producing the finalised version of the plan in March 2003. The results of the consultation exercise are set out in the Publicity and Consultation Statement. In approving the Plan in June 2004, Scottish Ministers made a number of modifications to the Finalised Plan. These have been incorporated in this document.

## **HOW DOES THE PLAN RELATE TO OTHER PLANS AND STRATEGIES?**

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- 1.9 The Lothian Councils recognise that the fundamental relationship between land-use planning and transport lies at the heart of strategic planning. They have joined with the five neighbouring Councils to form SESTRAN, a regional transport partnership for South East Scotland. In February 2001, SESTRAN approved an Interim Regional Transport Strategy (RTS) as a consultation document. The RTS builds on, but is not simply a summary of, individual members' Local Transport Strategies (LTS). In future the RTS will inform the continued development of LTS. The processes of producing and modifying the RTS and LTS must necessarily proceed in parallel with structure plans and it is the responsibility of the Councils concerned to ensure that they are properly co-ordinated. This structure plan is based on the preferred strategy in the SESTRAN RTS of major improvements to public transport infrastructure potentially funded in part through congestion charging in Edinburgh. It provides a land-use framework for choices as to how those schemes are prioritised.
- 1.10 The structure plan also provides the strategic land-use context within which other strategies and processes can operate. All four Councils have established a process of community planning aimed at developing shared visions of their areas by the Councils and their partners. In addition, each Council is producing a range of other plans and strategies to meet its own requirements, such as a corporate plan or vision, a Local Agenda 21 or Sustainable Development Strategy, a Local Housing Strategy and an Economic Strategy. The Councils will ensure that these processes are fully integrated with this structure plan.

- 1.11 The delivery of essential infrastructure will be crucial to the successful implementation of the structure plan. Infrastructure includes transport schemes, schools and water and drainage services. Provision of these will involve a range of partners and stakeholders including the Scottish Executive, Scottish Water and the private sector. The infrastructure requirements are set out in the Action Plan which accompanies the structure plan.
- 1.12 The Councils recognise the increasingly complex administrative environment within which the structure plan must operate and they rely on the co-operation and commitment of all their partners to realise the vision. National planning policies and the strategies of partners and stakeholders are constantly being developed and therefore this structure plan will be monitored on a regular basis to ensure that it remains up-to-date and relevant.



# DEVELOPMENT STRATEGY

2.1 This chapter sets out the long-term strategy for the development of Edinburgh and the Lothians to 2015. The strategy has been prepared in the context of the latest demographic forecasts, the first results of the 2001 Census, national planning policy objectives, national and regional transport policies and the corporate strategies of the individual councils.

## A VISION FOR EDINBURGH AND THE LOTHIAN

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- 2.2 Edinburgh and the Lothians will continue to prosper as the capital's city-region and will remain the economic development hub of East Central Scotland. National planning policy requires the structure plan to provide for the demand for employment and housing created by the growing population. However, the wealth created within the capital city and surrounding towns will be spread throughout the neighbouring councils over the plan period and beyond. The sharing of that wealth will create firmer bonds between Edinburgh and the Lothians and its immediate neighbours of Fife, Falkirk, North and South Lanarkshire, the Scottish Borders and other councils in the Central Belt.
- 2.3 The structure plan's strategy is to satisfy the housing and employment land requirements within Edinburgh and the Lothians. Some neighbouring authorities consider that their economic development and population stability could be assisted through meeting a share of the greater Edinburgh housing demand. However, such 'exporting' of growth may result in unsustainable commuting and would be inconsistent with their own recently approved structure plans. It remains possible for these authorities to absorb some of the growth from Edinburgh and the Lothians through subsequent alteration or review of their structure plans.
- 2.4 The attractive environment of Edinburgh and the Lothians and the landscape setting of the capital city will be retained and enhanced. The unique blend of a world-class city, a growing city-region and an outstanding natural and built environment will characterise Edinburgh and the Lothians in the 21st Century.
- 2.5 The combination of a wealth-generating region set within a quality landscape will be underpinned and supported by the human and physical assets and resources available within Edinburgh and the Lothians. A population that is growing and comprises a highly qualified and motivated labour force will continue to attract investors. Accessibility to and within the city-region will be enhanced whilst reducing the impact of that movement on the environment.

## STRATEGIC AIMS

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- 2.6 The following strategic aims build on those in the 1994 Plan and reflect the shared planning priorities of the Lothian Councils:
- 2.7 **The overarching aim of this structure plan is to provide in full for the development needs of Edinburgh and the Lothians in accordance with the principle of sustainable development, whilst maintaining and enhancing the environmental heritage that underpins the area's quality of life.**
- 2.8 The structure plan will 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 transport.*

***To maintain and enhance economic competitiveness***

2.9 The economy of Edinburgh and the Lothians is strong and expected to grow. The plan will ensure that its land and infrastructure assets are used efficiently and that the area continues to thrive in the interests of both the local population and Scotland as a whole. The plan will further ensure that employment development is not stifled by a lack of quality sites in suitable locations. An adequate supply of housing land and safeguarding the quality of the environment are also fundamental to ensuring the area's economic success.

2.10 The structure plan's objectives are to:

- *identify the main economic growth sectors that will require land for their future development;*
- *identify strategic employment locations which are, or can be made, highly accessible by foot, cycle and public transport;*
- *identify new transport infrastructure required to support the local economy;*
- *provide an adequate supply of housing to meet the growing number of households;*
- *maintain and enhance the area's quality of life as defined by the built and natural environment.*

**To promote a more inclusive society**

2.11 The benefits of living in Edinburgh and the Lothians should be enjoyed by everyone if we are to achieve the Government's aim of a more inclusive society. These benefits cannot be guaranteed if the pattern of development relies solely on market forces.

2.12 The structure plan's objectives are to:

- *provide a strategic context for investment in the regeneration of disadvantaged urban areas;*
- *increase access to employment opportunities through a more balanced distribution of employment land, giving preference to locations for new development with easy access by foot, cycle and public transport;*
- *increase access to housing by enabling local plans, where appropriate, to require the provision of affordable housing;*
- *increase access to shopping and leisure facilities by giving preference to locations for new development with easy access by foot, cycle and public transport.*

**To protect and enhance the natural and built environment**

2.13 Edinburgh and the Lothians enjoys a high quality environment that makes it a very attractive place to live, work or visit. The built environment and unique setting of the city centre is internationally acclaimed and is a major factor behind its economic success. The benefits of the City's reputation are felt throughout the Lothians. Edinburgh's character is enhanced by its significant open spaces and its landscape setting while the Lothians contain a range of historic towns and villages set in an attractive and varied landscape. The plan will ensure that this precious environmental capital is protected and enhanced by high quality new development, to maintain the quality of life of both the present population and future generations.

2.14 The structure plan's objectives are to:

- *maintain a continuous Green Belt around the City;*
- *ensure that, where possible, brownfield land is developed in preference to greenfield land;*
- *protect and enhance important landscape settings of settlements and areas of urban green space;*
- *protect the natural environment from inappropriate or damaging development;*
- *protect the built and historic environment from over-development ('town cramming') and promote high standards of design in new development;*

- *safeguard mineral resources and facilitate their extraction with minimal environmental impact.*

### **To integrate land use and transport**

- 2.15 The efficient integration of land use and transport is essential both to reduce the impact of transport on the environment and to ensure a prosperous local economy. The plan will promote improved access between homes, work, shops and leisure by foot, cycle and public transport.
- 2.16 The structure plan's objectives are to:
- *locate new development so as to reduce the need to travel, particularly by private car;*
  - *reduce commuting to Edinburgh from the landward Council areas;*
  - *maximise accessibility for all in the community by foot, cycle and public transport;*
  - *identify new transport infrastructure required to support the development strategy.*
- 2.17 The Lothian Councils will take all these aims into account when preparing local plans and taking development control decisions that are compatible with the aims of sustainable development.

## **ELEMENTS OF THE STRATEGY**

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### **Strategic Forecasts**

- 2.18 The forecasts underlying the strategy are set out in full in the Supporting Statement. Population projections provide the basis for forecasts of households and labour supply. The latest population projections are the 2000-based projections, based on the 1991 Census. However the first results from the 2001 Census published in August 2002 indicate that these projections may have overestimated population growth. The 2000-based projections will not be reviewed until the detailed results from the 2001 Census are published and evaluated, which will probably be in 2004.
- 2.19 The greatest impact of the population projections is on the household forecasts that form the basis of the housing needs assessment (paragraph 3.6). In the light of the new Census results, the Councils consider that the 1998-based household projections may also be overestimated but to a lesser extent and accordingly have adopted these for the housing needs assessment.
- 2.20 All the projections used in the plan will be reviewed as part of the on-going monitoring of the Plan as detailed in paragraph 8.13.

### **Settlement Structure**

- 2.21 The settlement structure will continue the approach of the previous plan to give priority to the re-use of urban brownfield land as far as possible and to contain the outward spread of the City through the maintenance of the Green Belt.
- 2.22 The Green Belt has a number of benefits for Edinburgh and the Lothians:
- *it maintains the identity of Edinburgh as a compact, relatively high density city that is a major part of its attraction as a place to live, work or visit. It also protects the City's neighbouring towns and communities from being swallowed up by urban sprawl;*
  - *it protects the land around the City as open countryside with easy access for the enjoyment of the local population;*
  - *it maintains the landscape setting of Edinburgh that is an essential part of its character as an historic capital city with an international reputation. It also protects the settings of the City's neighbouring towns;*
  - *it assists urban regeneration and sustainable development by diverting development pressure to brownfield sites in the City and landward towns.*

- 2.23 Green belt policy is long standing and has received strong support from successive Governments and the general public. National policy emphasises the need for stability and endurance of Green Belts which requires a balance between the containment and growth of urban areas. The previous structure plan identified the South East Wedge as a strategic release of land from the Green Belt which would significantly extend the urban area of the City, although much of it falls within Midlothian. That plan described it as “the last major plan abstraction from the existing Green Belt”. The proposal has been refined through a Joint Development Study and is being confirmed through the adoption of local plans.
- 2.24 This structure plan recognises that there will be continuing pressures for development in Edinburgh and the Lothians as a result of its strong and growing economy. Whilst a further major Green Belt release through this plan would be prejudicial to its stability and endurance, the strategy does allow for limited Green Belt land releases to achieve the housing targets and a better distribution of land for economic development. By relating releases to transport corridors, it will also help attain a more sustainable pattern of development. Such land should be concentrated in areas where the impact on Green Belt objectives is least. Elsewhere, the Green Belt will be vigorously defended.
- 2.25 Continuing with a strong Green Belt policy will mean that a significant proportion of new development will be expected to take place within the City on previously developed (brownfield) land. There is land in the Waterfront and Craigmillar areas of Edinburgh where redevelopment proposals are already well advanced and these sites will be identified in local plans. However, many brownfield sites are likely to come forward as windfalls which cannot easily be anticipated.
- 2.26 To reduce this uncertainty, the Councils have commissioned a study of the capacity of the City and other urban areas to meet new development needs. This study has shown that over the plan period urban areas could yield significant amounts of new housing land. The precise yield in terms of housing units depends on individual site characteristics but broad assumptions have been made in formulating the policies.
- 2.27 In addition to the output from recycled brownfield land, it is clear that new greenfield land will still be needed to meet the demand for housing and business development. The strategy is to meet these demands in locations which conform with the aims and objectives set out above. In particular they should:
- *be outwith the Green Belt as far as possible and, where this is impossible, minimise impact on Green Belt objectives;*
  - *be on existing or proposed rail/tram corridors and/or have the potential for a good level of access by bus-based public transport;*
  - *make efficient use of existing or proposed infrastructure;*
  - *avoid areas where development would result in unacceptable environmental impact.*

#### **Development Areas and their Relationship to Transport**

- 2.28 The settlement strategy is based on the need to give priority to brownfield land but also recognising the need for some new greenfield development if demand is to be met in full. The strategy is to focus most new development in 15 core development areas where infrastructure capacity exists or where new infrastructure would be cost-effective. The two uses which make the most demands for development land are housing and business. It is envisaged that each core development area will contribute to these strategic requirements in different ways. The maintenance and improvement of accessibility through the appropriate location of land uses and the development of transport networks is fundamental to the success of the strategy.

- 2.29 Edinburgh and the Lothians' road network is well developed and presently allows a high level of accessibility by private car, although there are some areas of congestion which need to be addressed. In contrast, the public transport system is focused around Edinburgh, particularly the city centre. Only the city centre has good public transport accessibility from and to the rest of the Lothians.
- 2.30 However, limited development opportunities mean that the strategy will encourage major new economic development outwith Edinburgh city centre. In order for this to take place in a way which is consistent with the structure plan's key aims, major investment in public transport, walking and cycling will be needed. In particular a tram system in the Edinburgh area is essential. This will allow rapid and efficient transport to locations other than the city centre, boosting the public transport accessibility of a number of core development areas and helping to ensure more sustainable travel patterns. In addition, investment will be needed for some key road schemes.
- 2.31 The plan will require major transport investment and Councils will seek contributions, where appropriate, from developments that schemes will serve. However, it is recognised that the majority of the funding will have to be found elsewhere. In particular, very substantial central government funding will be required to deliver the strategy, which would potentially be supplemented by congestion charging revenue.

### **Extended and New Settlements**

- 2.32 After accounting for contributions from brownfield land, there are two ways by which land for greenfield development can be found within the core development areas: (1) through extensions to settlements; or (2) through the development of completely new settlements.
- 2.33 Settlement extensions may benefit from existing infrastructure and services if these can be extended to serve new development. They may also provide new sources of demand for existing businesses. However, it may not always be economic or practical to extend services which were designed for a lower level of development. Shopping facilities, for example, require space to expand to achieve the critical mass necessary to operate as a successful centre. Settlement extensions can also have adverse environmental or social consequences such as landscape impact and loss of settlement identity.
- 2.34 New settlements can avoid these drawbacks by taking into account environmental impact, accessibility and the provision of infrastructure and services from the outset. However their development requires a longer lead-in time because of the time taken to plan and deliver essential infrastructure. There is also often a time lag between development starting and social and community facilities being provided. For this reason it may in some cases be necessary to build upon the core of an appropriate existing smaller settlement to provide some community focus in the early years where such relevant facilities already exist. It is unlikely that any new settlement will be completely developed during the lifetime of the plan. Therefore new settlements can be expected to contribute to development requirements beyond the structure plan period.

### **The Core Development Areas**

- 2.35 The core development areas within which local plans should bring forward the land required to 2015 are described below. These are additional to the existing commitments being brought forward in local plans to implement the 1994 Lothian Structure Plan, particularly the South-East Wedge. These developments are supported as an integral part of the planning strategy for the Lothians. Subject to the guidance outlined below, individual Councils in preparing local plans will take the decision on how the specific allocations for each core area should be met.
- 2.36 Three of the core development areas are within urban Edinburgh, making use of the capacity within the City for further brownfield development. A further area centred on

Newbridge has been identified for housing development to balance committed employment growth. In West Lothian, the strategy is to continue building on the success of Livingston, to take advantage of some spare capacity on the M9 and to promote development in the west to encourage equity of opportunity and provide support for these communities. In Midlothian, the two main transportation corridors (A7/A68 and A701) are identified as core development areas on the basis of their potential for enhanced accessibility with investment in road and rail proposals, and for employment growth, particularly in the biotechnology/knowledge-based sectors, to reduce reliance on out-commuting for work purposes. East Lothian's recent growth has been housing driven and largely focused on a limited number of locations in the west. The current strategy provides for an increased focus on employment opportunities and the diversion of development away from areas that have experienced significant growth in the past and where capacity for further growth is limited. The strategy requires that development in any of these areas should not proceed unless the necessary infrastructure can be provided or is committed.

#### *Edinburgh City Centre*

- 2.37 The City Centre is an established office centre that has successfully combined modern architecture with flexible use of historic buildings, while retaining its unique townscape. The large amount of residential accommodation close to the centre contributes to its vibrancy and it is also the most accessible location in the structure plan area by public transport. The two rail stations at Waverley and Haymarket make development around these nodes accessible to a very wide catchment area. Whilst many development opportunities have recently been taken up or are in the pipeline, there is potential for further development around Haymarket at West Exchange/Fountainbridge and the Waverley Valley. Further retail development will also be encouraged to stem the outflow of expenditure to competing centres.

#### *Waterfront Edinburgh*

- 2.38 The Edinburgh Waterfront area comprises Leith, Granton and Portobello but only the first two of these have significant brownfield potential for business and housing development. Leith was identified as a strategic business location in the previous structure plan but its accessibility to a wider catchment area needs to be improved. The surplus land at Leith Docks has already yielded considerable amounts of business and housing development and there is still further capacity remaining. Granton has even greater areas of derelict and underused land and proposals are well advanced for the development of a new mixed-use urban quarter including housing, business and a range of other uses. Its success will depend on the provision of a tram to the City Centre, development work on which is presently proceeding, with implementation currently scheduled for 2008/9.

#### *Edinburgh Park/South Gyle/Sighthill*

- 2.39 This is an established business area comprising Edinburgh Park and the South Gyle and Sighthill Industrial Estates. Whilst there is some undeveloped land remaining, the long-term supply of new greenfield land here is limited. However, if levels of demand are maintained, new business space is likely to continue to come forward through redevelopment or refurbishment. The accessibility of the area will be significantly improved through committed transport schemes including the West Edinburgh Busway and Edinburgh Park Station. The provision of the West Edinburgh Tram, currently scheduled for 2008/9, will further significantly enhance accessibility.

#### *Newbridge/Kirkliston/Ratho*

- 2.40 The west side of the City is becoming very attractive as a business location due to the success of Edinburgh Park, proximity to Edinburgh Airport and accessibility by road to the rest of Scotland. However, much of the area is Green Belt where development will

continue to be restricted in order to maintain the integrity of the Green Belt and to achieve the other strategic objectives of the plan. There is, nevertheless, potential for further economic development at Newbridge which has many locational advantages and is already an established business location. To accompany this growth, further housing is proposed in the Newbridge/Kirkliston/Ratho area to reduce the need to travel for a proportion of the workforce. However, many employees will continue to live further afield, and, to relieve pressures on the road network and ensure that sustainability and social inclusion objectives are met, significant improvements in public transport accessibility will be sought. The area should be served therefore by the West Edinburgh Tram, or alternatively an extension of the West Edinburgh Busway, and a new rail station.

#### *A1/East Coast Main Line Corridor and North Berwick*

- 2.41 East Lothian's housing and employment land requirements are identified in six core development areas with direct accessibility to the A1 trunk road, the Musselburgh Bypass, Cross Rail, the East Coast Main Rail Line or the North Berwick Branch Rail Line. These locations are marketable and can accommodate both housing and business development to reduce the level of out-commuting. The development locations can accommodate the required growth without compromising the quality of the East Lothian landscape and the capacity and character of individual settlements. Development also focuses in areas that have, or can be provided with, good public transport accessibility.
- 2.42 Strategic housing land allocations are supported in the following locations: a new settlement at the former opencast mine at Blindwells, making use of its accessibility and the lack of intrinsic landscape/ecological features consequent upon its previous use; Musselburgh; Wallyford; Haddington; North Berwick and Dunbar. Strategic employment land allocations are supported at Blindwells (new settlement) and strategic employment/educational uses are supported at Musselburgh.

#### *A7/A68/Waverley Line Corridor*

- 2.43 This comprises the communities of Dalkeith, Mayfield, Newtongrange, Gorebridge and Rosewell. The accessibility of this area would be considerably enhanced by the implementation of road and rail proposals including the re-opening of the Waverley rail line, the grade separation of the Sheriffhall roundabout and the A68 Dalkeith Bypass. In the case of Rosewell, completion of the Bonnyrigg distributor road will allow improved access to the A7. Within this corridor, there is potential for business uses and further housing if linked to improved accessibility. A new settlement will be considered in this context to the west of Gorebridge but would be dependent upon the re-establishment of the Waverley rail line. The Shawfair area is included in this corridor but, for the purposes of this structure plan, for the identification of further opportunities for economic development only. This is to complement the major housing and business development proposals in the pipeline for the Shawfair area resulting from the strategic release of Green Belt in the South-East Wedge in accordance with the Lothian Structure Plan 1994.

#### *A701 Corridor*

- 2.44 For the purposes of this structure plan, the A701 corridor is defined as extending from Straiton to Penicuik and including the communities of Loanhead/Straiton, Bilston, Roslin, Auchendinny and Penicuik. Improvements to the A701 and the re-opening of the Penicuik rail line or a South Edinburgh Tram extension would enhance access to this area. Whilst it is recognised that there are landscape and environmental constraints on the ability of Penicuik to accept further significant growth, there is spare secondary educational capacity at the southern end of the town which may permit some limited expansion. The A701 corridor is attracting development in the field of biotechnology at the Bush Estate, Gowkley Moss Biocampus and the Roslin Institute, and the sector has further growth prospects. There is potential for new business development to help reduce out-

commuting, and for further housing linked to transport improvements. There are likely to be opportunities to promote development sites outwith the Green Belt but some limited Green Belt releases may be possible without compromising its objectives.

#### *Livingston and the Almond Valley*

- 2.45 Livingston currently has a population of around 50,000, well short of the 75,000 most recently anticipated by the former Livingston Development Corporation. Reduced density of development means that the town will never meet this target within the boundary of the new town. The spread of the town has resulted in some local road network problems and failure to deliver strategic road improvements has resulted in congestion between Livingston and Edinburgh. However, Fastlink express buses will give a public transport alternative for commuters to Edinburgh and potential extension of the Edinburgh Tram system through Broxburn to Livingston would further enhance this option. There is also significant scope for capacity improvements on the Edinburgh to Glasgow Central rail route, which passes through the south of West Lothian. In view of these factors, Livingston and the Almond Valley, including the Calders and Kirknewton, is identified as a core development area for up to 5,000 houses with a minimum of 3,000 to be allocated over the structure plan period. This would require improvements to secondary school provision, including one additional secondary school and associated primary schools to be located within the core development area, together with a package of additional infrastructure improvements as detailed in the Action Plan.

#### *Winchburgh/East Broxburn/Uphall*

- 2.46 There is little scope for increasing capacity on the Edinburgh to Glasgow/Dunblane rail route unless the line is diverted via the airport. Such a diversion would allow scope for additional stations between Winchburgh and the Gyle and onwards to Edinburgh. There is, however, some capacity on the M9, and the eastern part of West Lothian potentially gives the shortest route between West Lothian and the park-and-ride facilities proposed for Ingliston. The Winchburgh/East Broxburn/Uphall area is also well placed to feed an extension of the West Edinburgh Tram routing along the A89 corridor. In view of these factors Winchburgh/East Broxburn/Uphall is identified as a core development area for up to 5,000 houses with a minimum of 3,000 allocated over the structure plan period. This would require improvements to secondary school provision, including one additional secondary school and associated primary schools to be located within the core development area together with a package of additional infrastructure improvements as detailed in the Action Plan.

#### *Armadale*

- 2.47 Armadale is an area of increasing marketability but, unlike Bathgate and Whitburn, it does not benefit from existing strategic residential land allocations. It has reasonable access to the M8 and to the proposed express bus park-and-ride facility at Whitburn. It also sits adjacent to the route of the former Bathgate – Airdrie railway line which is the subject of a re-opening study. Development in the area would add support for the economic viability of re-opening this line. In view of these factors, Armadale is identified as a core development area in this plan for up to 2,000 houses, with a minimum of 1,000 allocated over the structure plan period. With some modest extensions, secondary education capacity for this scale of development could be provided. There would be a need for new primary provision and additional infrastructure improvements as detailed in the Action Plan.
- 2.48 The core development areas are summarised in Table 2.1.

**TABLE 2.1. Summary Of Structure Plan Strategy**

CORE DEVELOPMENT AREA	STRATEGIC DEVELOPMENT	KEY INFRASTRUCTURE
City Centre	Business Retail	The CDAs will require major new infrastructure to accommodate the growth identified in this plan. In Edinburgh, this will include a new tram network linking the city centre with north and west Edinburgh supported by an orbital rapid transit system (bus-based). In East Lothian, rail enhancements to North Berwick and Dunbar and new education and drainage provision will be needed. Midlothian will require links to the tram system plus other major enhancements such as the Waverley rail line and the grade separation of the A720 Sheriffhall junction. Secondary school provision will also have to be increased. West Lothian will need stronger linkages with Edinburgh either through tram or busway extension as well as enhancement of services on the Bathgate and Shotts rail lines. New school provision will also be required. A list of major transport schemes is given in Table 5.1 and a full list of all items of infrastructure required to support the strategy is set out in the Action Plan.
Waterfront Edinburgh	Business Housing	
Edinburgh Park/South Gyle/ Sighthill	Business	
Newbridge/Kirkliston/Ratho	Business Housing	
Musselburgh	Business Housing	
Wallyford	Business Housing	
Blindwells New Settlement	Business Housing	
Haddington	Business Housing	
North Berwick	Business Housing	
Dunbar	Business Housing	
A7/A68/Waverley Line Corridor	Business Housing	
A701 Corridor	Business Housing	
Livingston and the Almond Valley	Business Housing	
Winchburgh/East Broxburn/Uphall	Business Housing	
Armadale	Business Housing	

### Density of Development

2.49 The structure plan gives the highest priority to focusing housing development in existing urban areas, in line with national policy. This objective will be reinforced by strictly maintaining the Green Belt following any boundary modifications required to implement the plan. It is recognised that such a policy could lead to higher density proposals which would have several advantages. It would be consistent with the objective of making the best use of scarce land resources and also help to underpin the viability of public transport services by concentrating demand. In addition, higher density accommodation such as flats tend to be more suitable for the smaller households that will account for the majority of future growth. However, higher densities could put pressure on conservation areas, townscape and urban green space. The plan therefore reinforces local plans in their efforts to maintain and enhance the quality of the urban environment, protect green spaces, prevent over-development and achieve a high standard of design.

## Areas of Restraint

- 2.50 Successful implementation of the strategy will depend on new development being restrained outwith the core development areas identified in Table 2.1 and within environmentally sensitive locations or settlements within these areas. For the avoidance of doubt, the areas of restraint are:
- *Rural West Edinburgh, defined as the area covered by the local plan excluding the core development area of Newbridge/Kirkliston/Ratho, which is constrained by the Green Belt, landscape, environmental objectives and road capacity;*
  - *villages and small settlements in rural East Lothian and Midlothian that are constrained by infrastructure, landscape, built heritage and other environmental objectives;*
  - *Bonnyrigg which has met a significant proportion of housing development arising from previous structure plans, and any further major growth is constrained by landscape and environmental objectives;*
  - *Tranent, Prestonpans, Cockenzie and Port Seton which have met a significant proportion of housing development arising from the Lothian Structure Plan 1994 and which are constrained by infrastructure and/or environmental objectives;*
  - *Linlithgow and north-west West Lothian which are constrained by infrastructure, landscape and environmental objectives.*

## Development Beyond 2015

- 2.51 The structure plan's proposals address land use requirements in the Lothians to the year 2015. However a review of the plan will be required well before then to ensure that the strategy, policies and proposals remain up-to-date and relevant, particularly as regards the forthcoming National Planning Framework and the need to maintain an effective five-year housing land supply. As indicated in paragraph 3.27, the review of the plan should begin no later than 2006. Should the present growth of the Lothian housing and employment market continue beyond 2015 then additional areas of land will have to be identified, irrespective of any policy to steer development outwith Edinburgh and the Lothians.
- 2.52 Major expansions of existing settlements in West Lothian are likely to continue to yield completions beyond 2015. Further expansion of Bathgate/Blackburn and Whitburn may be considered when existing large development sites are well progressed.
- 2.53 It is unlikely that existing settlements in East Lothian would be able to contribute significantly to any further expansion beyond 2015. Further expansion of Blindwells new settlement could yield a further 2500-3000 houses. A second new settlement will be required if East Lothian is to accommodate further significant growth beyond 2015.
- 2.54 The capacity of the City to absorb further housing development beyond 2015 without requiring greenfield land will depend on the rate of take-up of the capacity identified in the urban capacity study. If all the capacity is likely to be taken up, then a strategic review of the green belt will be required to judge the appropriate balance between containment and growth. The West Edinburgh Planning Framework recognises the long term potential of the A8 corridor for high quality economic development and, depending on the take-up of sites that are already identified, land may be released post 2020.
- 2.55 In Midlothian, the re-opening of the Waverley rail line to Gorebridge and the Borders may allow consideration to be given to a further phase of development of any new settlement established to the west of Gorebridge, and for the Central Borders to contribute to some of the Lothian housing requirements beyond 2015. Further development in the Shawfair area may be considered in the longer term, but housing development in addition to that provided for in the 1994 Lothian Structure Plan that has been carried forward to the current plan would be dependent upon the availability of secondary school capacity.

# HOUSING

- 3.1 The allocation and distribution of housing land is the main challenge for this structure plan. Housing uses more land than any other form of development and is a major factor in determining the size of towns and cities. The demand for new housing brought about by economic growth and changing demography has resulted in a housing requirement higher than ever before. This requirement, equivalent to 5,000 dwellings per annum, will make significant demands on the planning authorities in allocating land in sustainable locations whilst minimising impacts on the natural and built environment. It is also a major challenge to the housebuilding industry to achieve and maintain an annual completion rate higher than has been achieved in the past 20 years.
- 3.2 Government policy requires that structure plans should provide for housing demand in full, but that this should be balanced with environmental, amenity and infrastructure considerations. In setting out the strategy, structure plans must tailor the assessment of housing land requirements to local circumstances, which may mean that demand is met elsewhere within the structure plan area, rather than where it arises. The settlement strategy set out in Chapter 2 is to continue the long-standing policy of restraining the outward growth of the City. The implication is that a significant proportion of housing demand originating in Edinburgh must be met in the landward areas. This in turn has significant implications for the transport strategy.
- 3.3 Government policy also requires that planning authorities should ensure a minimum five-year supply of housing land at all times, give priority to the re-use of brownfield land and locate new development where it is easily accessible by foot, cycle and public transport.
- 3.4 To achieve a more sustainable pattern of development, the housing policies of this structure plan aim to:
- *maintain, within a long-term settlement strategy, an effective five-year supply of land for housing at all times consistent with local infrastructure, environmental and amenity considerations;*
  - *give priority to the re-use of brownfield land for housing;*
  - *ensure that new housing development maintains or enhances the quality of the built environment;*
  - *ensure that new housing development is located so as to conserve energy, reduce the need to travel and be easily served by public transport;*
  - *create the opportunities for satisfying the full range of housing needs including enabling, where justified, the provision of affordable housing.*
- 3.5 The overall housing land requirement is assessed by considering a range of factors, the most important of which are demographic need and market demand. The requirement refers to all tenures, as the traditional distinction between owner-occupied housing and other forms of tenure is becoming increasingly blurred. The approach to assessing the requirement is summarised below and full details are set out in Chapter 2 of the Supporting Statement.
- 3.6 Housing need has been measured over the period 1991 to 2015 in order to take account of need carried over from the previous structure plan period resulting from increases in the projected number of households. This translates into a total gross housing need of 69,900 dwellings for 2001-2015 or 5,000 per annum. Added to this is a mobile demand allowance of 300 dwellings from the Scottish Borders (see Table 2.4 of the Supporting Statement) giving a total plan requirement of 70,200.
- 3.7 As regards overall demand, past trends show that the average number of houses built annually between 1991 and 2000 was just under 3,700. In the most recent five years the average build rate rose to about 4,000 per annum. There were many factors influencing this output, including national economic conditions and the availability of land, and there is some debate as to which of these factors prevailed. However, the need-based

requirement of 70,200 implies a build rate of over 5,000 per annum which exceeds the highest previous build rate by over 20%. To plan for additional housing in excess of 70,200 therefore is not considered appropriate.

- 3.8 Demand must also be looked at in terms of housing market areas. Research by Communities Scotland confirms the existence of a wider Edinburgh housing market area, which covers most of Edinburgh and the Lothians, but also extends into the Scottish Borders and South Fife. Some neighbouring authorities including Falkirk, North Lanarkshire and Scottish Borders recognise that economic development and population stability can be assisted through meeting a share of demand originating in Edinburgh and the Lothians. However, such ‘exporting’ of growth would be difficult to manage given that structure plans for each of these areas have recently been approved. Therefore, the housing strategy seeks to create opportunities to satisfy the identified housing requirement within Edinburgh and the Lothians. Nevertheless, the opportunity exists for neighbouring authorities to absorb some of the Edinburgh and the Lothians’ growth through any subsequent alteration or review of these structure plans. Exporting of growth may be essential if the housing requirements exceed those identified over the plan period.
- 3.9 The plan requirement of 70,200 dwellings will be met from a number of sources, the majority of which will come from land already identified through the planning system, which can be categorised as follows:
- *The effective (base) land supply identified in Housing Land Audit 2001 - 29,100 units.*
  - *Constrained (non-effective) sites identified in Audit 2001. It is anticipated that approximately 30% of their total capacity will be developed over the plan period – 2,100 units.*
  - *emerging local plan sites derived from the previous structure plan which are not yet included in the Audit - 12,600 units. These sites are identified in the Supporting Statement, Appendix 2.*
- 3.10 This produces a total of 43,800 units. However, the likelihood is that the actual number of completions from these sources during the plan period will be less than this because some sites in the base land supply and in emerging local plans may not be fully developed by 2015. As explained in paragraph 3.15, the possibility of such shortfalls occurring is accounted for by adding a margin of flexibility on to the requirement for new land allocations.

## **HOU 1: Existing Housing Sites**

### **The Lothian Councils support the development of:**

- a existing housing sites identified in Housing Land Audit 2001 (effective and constrained);**
- b emerging local plan sites, identified in the Supporting Statement.**

- 3.11 Assuming that 43,800 dwellings are built on existing housing sites, land for a further 26,400 dwellings is required if the plan requirement of 70,200 is to be met. This land will come from two sources – windfall sites and new housing land allocations.
- 3.12 In the last five years windfall developments contributed an average of just less than 1,800 houses per annum with the majority in the City. The Councils have carried out a study of urban housing capacity in order to predict more accurately the likely level of windfall development over the plan period. This has confirmed that the plan may assume a significant contribution to the housing requirement from windfall to relieve the pressure on greenfield land. Government policy actively supports the recycling of brownfield land and the Councils, with falling household size and fewer families with children, are keen to see more housing being provided in urban areas at higher densities. Such developments are also more likely to support public transport investment. It is anticipated that, over the

life of the plan, windfall developments will contribute some 14,000 completions to the housing requirement. The majority of windfall will occur on brownfield sites, and such developments will, in principle, be consistent with the strategy. However, they should not be at the expense of urban quality by, for example, leading to over-development, 'town-cramming' or the loss of urban open space.

- 3.13 In Edinburgh and elsewhere there are several major brownfield development opportunities which are known to the planning authority but which either do not yet have planning consent or do not appear in an adopted local plan. These proposals, which include Edinburgh Waterfront and sites emerging from the Education Public-Private Partnership programme, are being promoted by planning authorities and are likely to receive consent and yield housing during the plan period. They will therefore contribute to meeting the overall housing requirement even though they may receive consent prior to being identified in a local plan. Because these sites are substantial and have been known to the planning authority for some time they will not be classified as windfall for monitoring purposes.

## HOU 2: Brownfield Housing Sites

**The Lothian Councils support the development of suitable urban brownfield sites for housing through re-use, redevelopment or conversion. Where appropriate, higher densities will be encouraged (see policy TRAN4).**

- 3.14 The combined output from existing housing sites (paragraph 3.9) and windfall development over the plan period could be 57,800 dwellings (i.e. 43,800 + 14,000). Table 3.1 shows the anticipated sources of this housing by Council area.

**Table 3.1 Sources of Housing Land by Council Area (excluding new allocations)**

	Base Supply	Constrained Sites	Emerging Local Plans	Windfall	Total
City of Edinburgh	7,200	1,000	10,800	12,000	31,000
East Lothian	4,900	100	0	700	5,700
Midlothian	7,600	100	1,800	300	9,800
West Lothian	9,400	900	0	1,000	11,300
<b>Edin &amp; Lothians</b>	<b>29,100</b>	<b>2,100</b>	<b>12,600</b>	<b>14,000</b>	<b>57,800</b>

- 3.15 If the plan requirement of 70,200 is to be achieved, new land allocations with a minimum capacity of 12,400 dwellings need to be made. However, because of the possibility that the new allocations and the other sources of housing land identified in the plan may not be fully developed by 2015, it is considered necessary to provide some flexibility. It is therefore proposed that land is allocated for 18,200 houses. In relation to the total plan requirement, this represents an additional margin of 8%.
- 3.16 The new allocations shall be made in the core development areas, in the locations identified in Schedule 3.1. The Action Plan identifies the infrastructure necessary for the allocations to proceed together with an indication of the potential funding source, timing and any phasing. Against these infrastructure requirements the strategy will aim to facilitate a wide range of sites in a variety of accessible and sustainable locations which will allow an adequate level of choice for the housebuilding industry.
- 3.17 Where possible, the new allocations should be made on brownfield land. Such developments in the City tend to be at higher densities, often in the form of flats, which meet the needs of the growing number of smaller households. However, to meet the overall plan requirement and enable the provision of greater choice in housing sites, it is inevitable that a proportion of the allocations will require greenfield sites which may require land to be released from the Green Belt. These include a modest allocation of

housing on Edinburgh's urban fringe, which can be easily served by public transport. To be consistent with the strategy, this land should be found outwith the Rural West Edinburgh area of strategic restraint. The South-East Wedge should also be excluded as its capacity has already been appraised and it is the subject of comprehensive proposals. Land for a site or sites should be allocated in the new Edinburgh City Local Plan, possibly in association with new heavy rail commuter infrastructure and services.

- 3.18 In certain areas, there is potential to meet the new land requirement through large-scale planned developments which may include new settlements. Such developments need to be of a minimum size in order to justify the provision of infrastructure, e.g. education, and to create sustainable communities. For this reason, it may be necessary to safeguard land for housing in these areas in addition to the amounts specified in Schedule 3.1.

### HOU 3: Strategic Housing Allocations

**In addition to existing housing sites (Policy HOU1), land shall be allocated\* in local plans to accommodate the approximate numbers of dwellings identified in Schedule 3.1. In the circumstances outlined in paragraph 3.18, additional land may be allocated in some locations (in which case a minimum figure is shown in Schedule 3.1) or safeguarded for development beyond the plan period.**

**Relevant local plans should be finalised within eighteen months of structure plan approval. The capacity of sites granted planning permission in advance of future local plan adoption can be set against the requirement for new allocations.**

**\* For the avoidance of doubt, this policy refers to allocations not completions.**

#### Schedule 3.1: Strategic Housing Allocations

<b>City of Edinburgh</b>	Newbridge/Kirkliston/Ratho	1,000	
	Waterfront Edinburgh	1,700 minimum	
	Rest of Edinburgh Urban Area	1,100 minimum	
	Edinburgh Urban Fringe	400	<b>4,200</b>
<b>East Lothian</b>	Musselburgh	450	
	Wallyford	1,000	
	Blindwells New Settlement	1,600	
	Haddington	750	
	North Berwick	500	
	Dunbar	500	<b>4,800</b>
<b>Midlothian</b>	A7/A68/Waverley Line Corridor	1,350	
	A701 Corridor	850	<b>2,200</b>
<b>West Lothian</b>	Armadale	1,000 minimum	
	Livingston and the Almond Valley	3,000 minimum	
	Winchburgh/East Broxburn/Uphall	3,000 minimum	<b>7,000</b>
<b>Edinburgh and the Lothians</b>			<b>18,200</b>

- 3.19 The sites identified in local plans to meet the allocations in policy HOU3 should either be effective or capable of becoming effective over the plan period. Local plans should identify any steps required to make a site effective in accordance with the Action Plan, and to encourage the development of brownfield sites. It is acknowledged that some land to meet the allocations in Edinburgh, East Lothian and Midlothian may need to be released from the Green Belt but this should be done in a way that does not undermine Green Belt objectives. The range of sites identified should support sustainable transport objectives

by having a good level of access by public transport. They should make best use of existing infrastructure and allow for an element of choice.

#### **HOU 4: Meeting the Housing Allocations**

**In identifying sites to meet policy HOU3, local plans should:**

- a. identify any steps required to enable the site to become effective;**
- b. in conjunction with the Action Plan, specify the sequence in which sites should be released for development;**
- c. where Green Belt sites are necessary, choose sites which minimise the impact on Green Belt objectives and where new long-term and defensible Green Belt boundaries can be established;**
- d. ensure that development can be integrated into effective networks for walking, cycling and public transport consistent with policies TRAN2 and TRAN5;**
- e. provide for a range of sites to meet all sectors of the market.**

HOU 4

3.20 The housing policies and allocations seek to make the most efficient use of infrastructure. However, it is recognised that in many parts of the plan area there is currently insufficient capacity to accommodate the housing proposed. The Action Plan identifies the major items of infrastructure that are required to support the development strategy. These include transport, education, water supply and drainage facilities. The development industry will be expected to fund a significant proportion of this investment. In addition, Scottish Executive funding will be required for the major transport projects. Once sites are identified, local plans may identify additional items of infrastructure, which would be wholly developer-funded. Planning conditions and/or legal agreements will be used to secure the appropriate developer contributions. It should be stressed that implementation of the development strategy is wholly conditional on the necessary infrastructure being provided. Housing proposals should only be permitted if the planning authority is satisfied that the infrastructure will be delivered in phase with the development.

3.21 In addition, if deficiencies are likely to arise in local facilities or amenities as a result of new development, contributions towards these will also be required from developers. Planning conditions and/or legal agreements will be used to secure these which might include for, example, leisure facilities, open space and town centre improvements. Any such requirements should be identified in local plans.

#### **HOU 5: Infrastructure**

**The development of housing land should not proceed beyond the existing infrastructure capacity of each site until the required improvements are provided or committed. The infrastructure requirements in the Action Plan may be supplemented by site-specific requirements identified in local plans.**

**Planning permission should not be granted for housing development until all relevant infrastructure in the Action Plan and/or local plan is provided or committed.**

HOU 5

#### **HOU 6: Community Facilities and Amenities**

**In addition to the requirements set out in HOU5, contributions will be required from the housing developers to remedy any deficiencies in local facilities and amenities, which result from the additional housing. Local plans should set out the potential deficiencies pertaining to particular sites/communities.**

HOU 6

3.22 Government policy requires structure plans to identify any shortfall in the provision of affordable housing. The structure plan supports the provision of affordable housing

where it is justified in accordance with Government policy. Individual Lothian Councils have carried out Housing Needs Assessments for their respective areas and identified affordable housing requirements and delivery mechanisms. The need for affordable housing will vary from location to location depending on local circumstances. Due to the changing nature of local need this will be dealt with through local plans and/or supplementary guidance.

#### **HOU 7: Affordable Housing**

**Where identified and justified by a local needs assessment and any related studies, local plans should include policies requiring the appropriate provision of affordable housing and setting out the planning mechanisms by which this will be achieved. These policies may take the form of supplementary planning guidance in advance of local plan adoption.**

- 3.23 Successful implementation of the strategy will depend on housing development being restrained outwith urban areas and the site specific allocations within core development areas in order to protect environmental assets, ensure the viability of public transport services and make efficient use of infrastructure. Exceptions should be small scale and meet the criteria set out in Policy HOU8. Such exceptions may include small sites in villages, identified through local plans, where development is needed to support local services and facilities. Opportunities for 'lowland crofting' may also emerge through local plans where there are areas of poor quality agricultural land and degraded landscape likely to benefit from the development of rural housing at very low densities. Any developments justified under Policy HOU8 will contribute to the plan's overall housing requirement.

#### **HOU 8: Development on Greenfield Land**

**There will be a presumption against new housing development on greenfield sites other than to meet Policy HOU1 and HOU3 requirements. Exceptions will be restricted to proposals identified through local plans and must satisfy all the following criteria:**

- a development is small-scale and in keeping with the character of the settlement or the local area;**
- b the site is not in the Green Belt;**
- c any additional infrastructure required as a result of the development is either committed or to be funded by the developer.**

- 3.24 In the west of West Lothian there are a number of settlements beyond the core development areas containing brownfield sites which should provide a supply of land to the end of the structure plan period. West Lothian Council supports the regeneration of these settlements and accepts that development can assist in that process and in providing support for local facilities. It is not therefore intended to prohibit the longer term growth of these settlements, provided development can be accommodated without adverse environmental impacts. Where housing land shortages emerge in these settlements, a local plan review would identify any new required allocations.

#### **HOU 9: Settlements in the West of West Lothian**

**In the towns of Bathgate/Blackburn and Whitburn and in the smaller settlements west of Livingston new land allocations will be brought forward during the structure plan period where:**

- a the land supply (including constrained sites) in the towns is likely to be exhausted within five years as a result of increased completion rates; and**
- b the need to support local facilities has been identified and it can be demonstrated that development will provide the necessary support.**

**In all cases land allocations will be subject to the criteria identified in Policy HOU8.**

- 3.25 Government policy requires that planning authorities maintain a minimum five-year supply of housing land at all times. However, to protect the Green Belt and other environmental assets, the strategy depends on the development of brownfield land which often presents greater challenges than greenfield land. Even greenfield land can experience development delays due to slippage in the programming of infrastructure. The Councils will aim to maintain a five-year land supply, but development inconsistent with the strategy as outlined in Chapter 2 will not be supported solely to maintain this supply. Maintenance of a five-year land supply will also be conditional on the funding of infrastructure improvements as explained in paragraph 3.20.
- 3.26 The Councils will monitor the supply of housing on an annual basis in order to assess its adequacy to meet the plan requirement. This monitoring will be based on the annual Housing Land Audit and include an assessment of likely windfall contributions. As the structure plan assumes a specified contribution from windfall development to the plan requirement, it is not appropriate to consider the adequacy of the supply using the Housing Land Audit alone. The first monitoring report will be published 18 months after structure plan approval, to allow for relevant local plans to identify proposals which accord with this plan.
- 3.27 To provide the basis for ensuring the maintenance of a continuing effective five-year land supply beyond 2015, this plan will be replaced by 2008. Consequently, the process of reviewing the plan should begin no later than 2006.
- 3.28 Although the maintenance of a five-year housing land supply for the Lothians as a whole is the key aim, it is anticipated that each Council will contribute to the supply as set out in Table 3.2 below. Consequently, where there is a significant shortfall in the overall land supply, it is expected that this would be remedied in the Council area(s) where it occurs. As the land supply tends to vary from year to year, relatively minor shortfalls in individual Council areas should not be subject to immediate action. However, a shortfall of 10% or more in a Council area would require the Council in question to take steps to augment the land supply, as explained in Policy HOU10. Given the likelihood that the actual number of completions in any Council area is unlikely to exactly match that anticipated in Table 3.2, the annual monitoring report will require to recalculate the future five-year supply target for each Council.

**Table 3.2: Meeting the Plan Requirement by Council Area**

	Total housing completions over the plan period	Percentage of plan total	Average five-year land supply
City of Edinburgh	33,900	48	12,100
East Lothian	9,000	13	3,200
Midlothian	11,200	16	4,000
West Lothian	16,100	23	5,800
<b>Edinburgh and the Lothians</b>	<b>70,200</b>	<b>100</b>	<b>25,100</b>

#### **HOU 10: The Five-Year Housing Land Supply**

**The Lothian Councils will maintain an effective five-year land supply for Edinburgh and the Lothians as a whole by supporting the development of housing land consistent with the strategy, including its requirements for essential infrastructure.**

**The adequacy of the effective land supply will be assessed against annual monitoring reports prepared by the Councils, which shall take account of the**

**annual Lothian Housing Land Audit and assumptions for future windfall development. The first monitoring report will be published 18 months after structure plan approval.**

**Where a Council's contribution to the effective five-year supply falls below 90% of its expected contribution (as identified in Table 3.2), and the shortfall in the Lothian-wide housing land supply is also more than 10%, that Council will bring forward additional land. This land will be found within the core development areas and/or in the locations specified in HOU 9. The land will be brought forward by a local plan alteration or, where this is not possible, by granting planning permission in advance of local plan adoption, provided that the proposals comply with other policies of the structure plan. The infrastructure required to bring forward such sites must either be available or committed.**

# **ECONOMIC DEVELOPMENT**

- 4.1 The structure plan must ensure that there is adequate business and industrial land of all types to support the growth of Edinburgh and the Lothians. Since the Lothian Structure Plan 1994 was prepared, the economy of the City and the adjoining Council areas has undergone a major change. Growth that was unforeseen in 1994 has turned Edinburgh and the Lothians into one of the strongest and fastest growing economies in the UK.
- 4.2 National planning policy guidance underlines the need for planning to support the development of a strong, diverse and competitive economy in Scotland in a way that promotes social justice and sustainable development. The Lothian economy is a key asset within the national economic framework and this structure plan seeks to maintain that position. It has drawn on Government strategies as set out in the “Framework for Economic Development in Scotland”, “Smart Successful Scotland” and those addressing specific sectors and aspects of economic growth and change. Similarly, it has taken account of Scottish Enterprise’s national strategies for finance, biotechnology and other key sectors. Furthermore, the structure plan provides the strategic context within which local plans should be able to allocate land for economic development in sustainable locations to address local issues of accessibility to training and employment opportunities. This is in line with Government thinking on social inclusion as reflected in the national strategy documents “Social Justice: A Scotland Where Everyone Matters” and “Closing the Opportunity Gap”.
- 4.3 The plan recognises the importance of key sectors in furthering growth and the need to provide the land for their development. Edinburgh and the Lothians has already benefited from growth in key established sectors. Tourism has developed strongly with the result that the city-region’s international competitive position is now very healthy. The importance of the tourism sector to the local economy should not be underestimated. The success of semi-conductor manufacturing and the assembly of electronic equipment in the 1980s is being replaced and bolstered by expansion in financial and business services, biotechnology, medical research and the creative industries. Edinburgh and the Lothians has become a centre of academic excellence that has encouraged the establishment and growth of ‘knowledge-based’ industries . All these sectors contribute substantially to the economic success of the city-region.
- 4.4 As a consequence of the rapid expansion of the local economy, employment growth in Lothian had surpassed the 1994 Structure Plan projected figure of 402,000 jobs for 2005 by 1999 and is still growing. Forecasts now point to further net growth of 43,000 jobs between 2000 and 2015 to over 448,000 jobs by 2015.
- 4.5 To achieve a more sustainable pattern of development against that background, the economic development policies of this structure plan aim to:
- *support the City and the Lothians’ ability to compete in the global economy;*
  - *facilitate and accommodate continued sustainable economic growth;*
  - *ensure that adequate land is available to meet the changed economic circumstances in Lothian and the high employment growth expected to 2015;*
  - *continue to support Edinburgh City Centre as the central business location for the city-region;*
  - *ensure that other business locations are, or through strategic transport investment will become, highly accessible by public transport, including from disadvantaged urban areas;*
  - *provide new development opportunities in East and Midlothian to support local economic growth and reduce out-commuting;*
  - *build on the locational advantages of West Lothian in supporting economic growth;*
  - *support the market’s demand for quality business locations and for sites to accommodate specialised ‘knowledge-based’ and ‘high value-added’ sectors.*
  - *ensure that new development is of a high quality and respects the natural and built environment.*

- 4.6 An audit of the supply of land for business and industry (see Supporting Statement Chapter 3) demonstrates that there are emerging shortages within the Lothians. Faced with the job growth profile described above, the structure plan's policies will seek to meet any shortfalls and provide for further growth. The audit concludes that:
- *the total land supply is about 1,200 hectares and of that 1,000 hectares is estimated to be marketable;*
  - *Edinburgh has a small proportion (20%) of the total Lothian land supply;*
  - *two thirds of the total land supply is in West Lothian. However, much of this is allocated for the expansion of existing businesses or to accommodate single-users. A more flexible approach to the latter may be considered in a local plan context, in line with national policy as set out in SPP2 – 'Economic Development';*
  - *there is very little high quality land remaining in Midlothian and East Lothian and much of the land in the former area has development restrictions.*
- 4.7 The established land supply contains sites which will be difficult to develop or which are unlikely to be suitable for meeting emerging requirements. In addition, there is a distinct mismatch throughout the Lothians when anticipated location of demand and location of available supply are considered together.

### **ECON 1: Review of the Economic Land Supply**

**Local plans should include policies and, where appropriate, proposals to support development of the established economic land supply. Local plans should review the established supply of business and industrial land and:**

- a where appropriate, reallocate to other uses sites no longer suitable for industrial or business use; and**
- b consider the need to replace some or all sites lost from the established land supply and allocate suitable replacement sites. Such sites would be in addition to the provisions made for new allocations in policies ECON2 and ECON3.**

- 4.8 New development opportunities will be identified in local plans to meet the demand resulting from the continued growth of the Edinburgh and the Lothian's economy. Land will be needed to provide for a diverse range of activities, including the development of key sectors as well as the growth and expansion of existing industries and small businesses. Not all forms of economic development will require similar locations or sites. For example, there is a need to consider the land use requirements of storage and distribution uses and special/'bad neighbour' industries which can be important contributors to the economic diversity of local areas. In determining locations for all forms of economic development, an approach will be adopted which gives priority to the re-use of brownfield land. Development should also be in marketable locations which are highly accessible by public transport and make use of readily available infrastructure.
- 4.9 Accessibility will be a key criterion in determining where new economic development should take place. New investors will be keen that their development is readily accessible to the available labour force. Studies conducted for this plan demonstrate that for those without a car, the City Centre will remain the most accessible location in the plan area. Improvements to the current public transport infrastructure can bring significant benefits to areas beyond the City. The west side of East Lothian, the south of Edinburgh and north Midlothian are all areas which could improve their accessibility through additional bus and rail investment. Key employment locations in West Lothian are also not well served by public transport. However, it too has the opportunity to enhance its public transport accessibility through additional transport infrastructure investment. The projects and improvements required to ensure the accessibility of development locations are specified in the Transport chapter. It should be stressed that implementation of the development strategy is wholly conditional on the necessary infrastructure being provided. Economic development proposals should only be permitted if the planning authority is satisfied that the infrastructure will be delivered in phase with the development.

- 4.10 It is recognised that in north Midlothian and in the west sector of East Lothian, economic development opportunities may only be available within the Green Belt. In these circumstances, some limited Green Belt releases for uses within Classes 4 (Business) and 5 (General Industry) may, therefore, be justified in the period to 2015, providing other planning and transport criteria are met. These allocations would not be available for Class 6 uses (Storage and Distribution) which would not be the most efficient use of such land and would result in a very low employment density. Any new economic development allocations on Green Belt land will be kept under review to ensure that land is used effectively. Land remaining dormant for a substantial period of time may, depending on circumstances, be redesignated through local plans as Green Belt.

## **ECON 2: New Land for Economic Development**

**In addition to maintaining the established land supply, local plans should ensure that new proposals:**

- a are located within the core development areas specified in Table 2.1;**
- b meet the full range of economic development requirements;**
- c are integrated into networks for walking, cycling and public transport consistent with policy TRAN 5. Major travel-generating developments should be highly accessible by these modes, or should be programmed to become so with transport investment to be delivered in phase with the proposal, consistent with Policy TRAN 2;**
- d maximise the reuse of redundant buildings and brownfield land and offer viable development opportunities;**
- e are acceptable on environmental and amenity grounds; and**
- f any additional infrastructure required as a consequence of the development is provided or committed.**

**Within Midlothian and East Lothian, the strategic employment land requirement is 50 hectares and 40 hectares respectively.**

**Where land in Midlothian and East Lothian is taken out of the Green Belt and allocated for business/industry in line with the objectives of this plan, local plans should demonstrate that:**

- g there are no suitable non-Green Belt sites;**
- h the choice of sites minimises impact on Green Belt objectives;**
- i new long-term and defensible Green Belt boundaries can be established.**

- 4.11 The Lothian Structure Plan 1994 recognised the need for sites devoted to the new bio-medical and related research industries. Attracted to Edinburgh and the Lothians by the concentrations of university and research institute-based ‘clusters’ and the academic and research strengths of the area in general, these new generation industries are leaders in the areas of genetics, animal health and welfare and the commercialisation of bio-medical research. More recently, Scottish Ministers have confirmed that the development of the Scottish Biotechnology Cluster is of strategic importance to the Scottish economy.
- 4.12 The key locations for development associated with these economic clusters of national significance are along the A701 Corridor (especially around established uses in the Bush Estate/Roslin Institute area), and in the South-East Wedge (around the new Edinburgh Royal Infirmary). Both locations have the potential for enhanced accessibility by public transport. Development sites are required to support the clusters, whether as new sites or as extensions to established sites. These are over and above the allocations made under ECON 2. The criteria in ECON 2 should be applied in site identification and, if appropriate, local plans should determine whether new development sites should remain in the Green Belt.

### **ECON 3: Economic Clusters of National Importance**

**Proposals to develop clusters of new technology, knowledge-based industries and related industries of strategic importance to the Scottish economy will be supported. Local plans should identify relevant sites including:**

- a an allocation of up to 25 hectares in the A701 Corridor to support biotechnology and other knowledge-based industries;**
- b an allocation of up to 25 hectares for a biomedical research park adjacent to the new Edinburgh Royal Infirmary.**

4.13 There are a number of major institutional and other uses within the Green Belt which play a key role in the city-region's economy. These include Edinburgh Airport, the Royal Highland Showground and Heriot Watt University's Research Campus at Riccarton which are all experiencing growth. These sites are detached from urban areas, open in character and should remain in the Green Belt but their strategic importance is such that their development needs must be accommodated. Masterplans should be prepared for these established uses which will provide a framework and justification for any expansion needs. Both the Bush Estate (including Gowkley Moss Biocampus) and Roslin Institute are also established Green Belt uses and their expansion needs are addressed in policy ECON3.

### **ECON 4: Established Green Belt Uses**

**Local plans should identify the boundaries of major established uses within the Green Belt and specify the land uses that would be appropriate within them. If justified through masterplans agreed with the planning authority, additional land may be allocated for expansion at the following established sites:**

- a Edinburgh Airport;**
- b The Royal Highland Showground;**
- c Heriot Watt University's Edinburgh Campus at Riccarton.**

4.14 West Edinburgh, principally the stretch of the A8 from South Gyle/Edinburgh Park to Newbridge, is becoming increasingly attractive as an area of choice for economic development due mainly to its proximity to the Airport and road access to the Central Belt. However, the transport infrastructure is under considerable pressure at present and, with committed developments at Newbridge, Edinburgh Park and Gogarburn, the problems are likely to increase.

4.15 The Scottish Executive considers the area to be a national asset as a prime location for economic development and has set out its vision for the area in the "West Edinburgh Planning Framework", produced in partnership with the Council and Scottish Enterprise Edinburgh and Lothian. In the longer term, providing congestion problems can be addressed and public transport accessibility and environmental quality enhanced, the Executive believes that the corridor offers a unique opportunity to create an international business location capable of attracting world-class companies.

4.16 However, the Framework's priority for the medium term is to relieve the pressures on transport infrastructure through support for the West Edinburgh Tram and a heavy rail link to Edinburgh Airport, and to facilitate the continued growth and development of established development sites. The economic development potential of West Edinburgh should be safeguarded for future generations and for exceptional world-class developments where West Edinburgh is not in competition with elsewhere in Scotland but with other UK, European or other international locations. Based on economic analysis, the Scottish Executive does not expect a need for the release of any substantial areas of Green Belt land in West Edinburgh much before 2030 and certainly not before 2020. Indeed the Framework recognises that any such release would be at the expense of

structure plan core development areas and would prevent areas such as the Waterfront and the South East Wedge reaching critical mass for the provision of public transport.

- 4.17 The Framework also requires development plans to safeguard land for the expansion of Edinburgh Airport. The Department for Transport and the Scottish Executive have recently published a consultation document on the future development of air transport in the United Kingdom. This seeks views on a number of options including the construction of a new parallel runway at Edinburgh Airport. Following the consultation process, the Government intends to produce a White Paper on Air Transport. It is expected that this will specify any land to be safeguarded.
- 4.18 In accordance with the Framework, this plan does not support release of Green Belt land in West Edinburgh for economic development within the plan period to 2015. Any such release would require a structure plan alteration. In the meantime local plans should safeguard the routes of new transport infrastructure and land required for the expansion of Edinburgh Airport. The City of Edinburgh Council will work with stakeholders to establish a travel plan organisation to manage their transport impacts.

#### **ECON 5: West Edinburgh**

**West Edinburgh has potential in the long term for economic development in the national interest. However, for the reasons set out in the West Edinburgh Planning Framework, no Green Belt land should be released during the period of this plan.**

**Through policy TRAN<sub>1</sub>, local plans should safeguard land for the strategic transportation infrastructure identified in the West Edinburgh Planning Framework including any land required by Government for the expansion of Edinburgh Airport.**

- 4.19 The demand for office/business park developments increased considerably as the City's economy grew in the 1990s. Development has concentrated in the strategic business centres identified in policy ECON6 below. The City Centre remains the main focus of demand although major sites are now in short supply.
- 4.20 Other office/business areas are emerging in Edinburgh, for example Granton Waterfront and Newbridge. In West Lothian there has been a significant increase in office building activity in Livingston in the last five years. With good transport links to Edinburgh, Livingston will continue to contribute to meeting office demand in the Lothians. New development in strategic business centres should generally be at high densities to make best use of scarce land and maximise accessibility by public transport. Secondary office/business centres could emerge within the northern end of Midlothian's core development areas and in East Lothian's West Sector and these could also contribute to meeting demand. Office/business development will also be appropriate on business/industrial land identified as suitable in local plans. Elsewhere, major new office development should not be permitted in order to meet transport objectives.

#### **ECON 6: Office Development**

**Office development will be supported in the strategic business centres of Edinburgh City Centre, Edinburgh Park/South Gyle, Granton Waterfront, Leith and Livingston. Local plans should define the boundaries of the centres and apply the following criteria:**

- a public transport is available so that the requirements of policy TRAN 2 are met;**
- b maximum parking standards and access requirements are consistent with policies TRAN 3 and TRAN 5; and**
- c development is at high density while ensuring that conservation and townscape requirements are met and the amenity of residential areas respected.**

**Office development should be supported on business/industrial land identified as suitable in local plans covering Newbridge, North Midlothian and East Lothian West Sector areas provided it meets the criteria in policy ECON2.**

**Major office development should not be permitted outwith strategic business centres and business/industrial land identified in local plans.**

- 4.21 Small-scale business development, including tourism, makes a significant contribution to the Edinburgh and the Lothians economy. In order to boost local employment opportunities, Councils may wish to promote small sites to accommodate general industry/business or office use in locations outwith the Green Belt, where the supply of land for economic development is limited. Such sites should be located within or on the edge of settlements, should be of an appropriate scale and should be in keeping with the character of the area. Local plans should fully justify such allocations.

#### **ECON 7: Small-Scale Business Development**

**In addition to the strategic land allocations in policies ECON2 and ECON3, local plans may allocate land for general industry/business or office use in or adjacent to existing settlements subject to the following criteria:**

- a development is small-scale and in keeping with the character of the settlement or the local area;**
- b the location is not in the Green Belt; and**
- c any additional infrastructure required as a consequence of the development is provided or committed.**

# TRANSPORT

- 5.1 To achieve a more sustainable pattern of development, the transport policies of this structure plan aim to:
- *ensure that the location and design of new development, especially major new development, reduces the need to travel by car and encourages the use of public transport, walking and cycling;*
  - *maximise accessibility for all in the community by foot, cycle and public transport;*
  - *manage car use through parking policies, particularly by applying development control maximum parking standards, in conjunction with public transport improvements;*
  - *encourage the movement of freight by rail and sea or, where road freight is dominant, along the strategic road network;*
  - *support transport strategies by safeguarding land for improvements to transport networks and prioritising the provision of new transport infrastructure required to support the development strategy;*
  - *ensure that development caters for its transport needs.*
- 5.2 These policy objectives take account of national planning policy guidance *NPPG17 'Transport and Planning'* and complement policies in the Councils' Local Transport Strategies and the SESTRAN Interim Regional Transport Strategy. In particular they have had to take account of and strike a balance between objectives relating to air quality, climate change and sustainability, as well as economic and social inclusion objectives. In doing this, they set out to tackle the problem of poor air quality at its root by assisting in reducing the need to travel by car and increasing the attractiveness of more sustainable modes of transport.
- 5.3 Chapter 2 discusses the relationship between the development strategy and transport. In particular, it highlights the need to improve access by public transport, foot and cycle to major new developments. To achieve this, major investment is needed in a package of improvements to these more sustainable modes of transport, in parallel with the management of car travel. Investment in key road schemes must also accompany the public transport improvements for the development strategy to be realised.
- 5.4 The City of Edinburgh Council, working with the Scottish Executive and SESTRAN, has developed a transport investment package to be implemented through an 'Integrated Transport Initiative'. Those elements of the package which this plan safeguards are set out in Table 5.1. The plan does not commit the key stakeholders to fund infrastructure projects and agreements on implementation are therefore included in the Action Plan. However, the development strategy is dependent on these proposals to create a rapid and efficient transport system throughout Edinburgh and the Lothians. This will boost the public transport accessibility of core development areas and help to ensure more sustainable travel patterns to them. For the development strategy to go ahead, it is essential that the key transport proposals be delivered.
- 5.5 Major funding by the Scottish Executive will be essential if the investment package is to be delivered, while congestion charging in Edinburgh is also a potential major source of funds. Statements and recent spending announcements by the Scottish Executive have signalled that provision of a tram system in the Edinburgh area is a high priority for the Executive. Other funding sources, for example the Strategic Rail Authority, will also be important if the transport investment package is to be implemented. In addition, the package should be partly funded through developments that will benefit from it.
- 5.6 The Action Plan accompanying this structure plan provides the link between development and infrastructure provision, also indicating timescales envisaged for the transport investment package.

**TABLE 5.1: Key Transport Investment Proposals to be Safeguarded Pending Decisions by Stakeholders on Implementation**

<b>Local Authority <sup>1</sup></b>	<b>Scheme Title</b>
<b>City of Edinburgh</b>	<b>Tram</b> North Edinburgh loop <sup>2</sup> City – Edinburgh Park – Edinburgh Airport – Newbridge <sup>2</sup> City – Cameron Toll – Royal Infirmary of Edinburgh – Danderhall <sup>2</sup> Network extension to Queensferry <sup>2</sup>
	<b>Rail</b> South Suburban Loop: station sites and possibly passing loops Edinburgh Airport station and associated rail links <sup>3</sup> Waverley Rail Station: improvement to facilitate service improvements Edinburgh Park and Newbridge area rail stations Dalmeny Chord <sup>4</sup>
	<b>Park-and-Ride</b> Edinburgh’s ring of strategic park-and-ride sites, including Ingliston, Hermiston, Straiton and Todhills/Ferniehill. Hillend <sup>3</sup> is a further potential location.
	<b>Bus</b> Orbital rapid transit – probably bus priority route (possibly parts in Midlothian and East Lothian) North Edinburgh Bus Corridor Improvements
	<b>Road</b> A8000 improvement Edinburgh Airport road links A71 Upgrade <sup>3</sup> (under review)
<b>East Lothian</b>	<b>Tram</b> Network extension to Musselburgh
	<b>Rail</b> Improved rail services to North Berwick and Dunbar including a new Station at East Linton ECML upgrade east of Edinburgh for long distance and local services. Potential loops, additional track(s) and/or new sections of line Musselburgh Parkway Station
<b>Midlothian</b>	<b>Tram</b> Network extensions to Dalkeith and/or Penicuik <sup>5</sup>
	<b>Rail</b> Waverley rail route to Shawfair, Gorebridge, and the central Scottish Borders Rail link to Penicuik <sup>5</sup>
	<b>Other public transport</b> Orbital rapid transit – probably bus priority route South East Wedge public transport infrastructure
	<b>Road</b> A720 Sheriffhall Junction grade separation A68 Dalkeith Northern Bypass A701 Straiton – Milton Bridge improvement

<b>Local Authority<sup>1</sup></b>	<b>Scheme Title</b>
<b>West Lothian</b>	<b>Tram</b> Network extension to Broxburn, Uphall and Livingston
	<b>Rail</b> Enhancement on Shotts Railway Line including express service Edinburgh – Livingston – Glasgow, more frequent local services and a Parkway station at East Calder  Bathgate line upgrading including new station at Boghall with park-and-ride and interchange, and re-opening to Airdrie Winchburgh Station
	<b>Bus</b> M8 rapid transit, park-and-ride and interchanges
	<b>Road</b> A801 completion at Avon Gorge (with Falkirk Council) New motorway junctions
<b>Edinburgh and the Lothians</b>	Bus priority and cycle/walking networks

**Notes:**

- 1: Schemes are listed within the Local Authority in which the greatest length lies. Parts of schemes may extend into other local authority areas. Schemes with significant lengths in more than one authority area are listed under both authorities.
  - 2: Both the route and ancillary facilities (including depot site(s)) require safeguarding.
  - 3: Subject to outcome of study
  - 4: This scheme should be safeguarded unless rail links to Edinburgh Airport, which would sever the safeguard, proceed.
  - 5: Pending the outcome of a multi-modal study, both rail and tram routes to Penicuik should be safeguarded.
- 5.7 Although the structure plan strategy aims to reduce the need to travel by car, significant investment in road proposals will still be needed in order to support the development strategy. Key items of roads infrastructure that require to be safeguarded in local plans are identified in Table 5.1 and Schedules 2 and 3 of the Action Plan. Historical safeguardings of all transport proposals contained in previous structure plans but not carried forward to either this structure plan or a local transport strategy are no longer retained.
- 5.8 Bus is the dominant public transport mode in the Lothians, and high quality services are central to maintaining and improving public transport accessibility. Further extensions to bus priority are required to support these services.
- 5.9 Rail services also have an important role, especially for travel to Edinburgh City Centre. The structure plan transport investment package and the wider SESTRAN package will make more intensive use of the existing rail network. Major improvements in local rail services in the Edinburgh area will require a significant increase in capacity at Waverley Station and at several other bottlenecks on the local rail network.
- 5.10 The construction of a tram system in Edinburgh is crucial to the success of the development strategy. When combined with high quality interchanges, the tram system will enable public transport journeys to several of the core development areas to be made much more easily from within Edinburgh itself and from much of the Lothians. A strategic network of tram routes has been identified. Funding is now in place to take three lines within Edinburgh, involving a North Edinburgh Loop and lines to west and south east Edinburgh, through to Parliamentary approval. To facilitate public transport access to edge-of-town developments, an orbital rapid transit route is also proposed. This would probably be bus-based, but would have high quality interchanges with existing key bus corridors and with tram routes and rail stations.

- 5.11 Significant opportunities for rail-based park-and-ride already exist. The structure plan transport investment package will support the expansion of these opportunities. The package also includes the completion of Edinburgh's ring of strategic park-and-ride sites. These sites will be rail, bus, and in the medium to long term, tram served.
- 5.12 Walking and cycling are the most sustainable modes of transport and can compete well with the car for short journeys when safe, secure and attractive routes are available. Local plans should facilitate the development of safe and attractive pedestrian and cycle networks, safeguarding routes where necessary.
- 5.13 Former rail alignments represent a valuable asset, because of their potential for renewed use for rail transport, or for re-use as walkways/cycleways or for other transport purposes. In recognition of this, these alignments will be safeguarded where they have a reasonable prospect of such re-use. In some cases the prospects of such re-use might be beyond the plan period but the unique opportunity afforded by these alignments is sufficient to justify their retention.

#### **TRAN 1: Safeguardings for Transport Schemes**

**Local plans should safeguard land for the transport proposals identified in Table 5.1 and take into account any changes to safeguarding requirements contained in a Local Transport Strategy and/or the Regional Transport Strategy.**

**All former rail alignments not already covered by transport proposals and with reasonable prospect of future transport use should be safeguarded in local plans. Safeguardings should protect the potential for a return to rail use, including the construction of stations and accesses, as well as re-use as walkways/cycleways.**

- 5.14 Accessibility by public transport, foot and cycle is fundamentally important in achieving more socially inclusive and environmentally sustainable travel patterns. Policies TRAN2 to TRAN6 seek to complement the proposals relating to Edinburgh and the Lothians' transport system outlined above, ensuring that the location and form of development maximises the potential for travel by these forms of transport.
- 5.15 Policy TRAN2 addresses access by public transport and foot, reflecting the current relatively low level of cycling in the Lothians. Access by cycle could be considered on the same basis as pedestrian access if there is strong evidence that over 10% of journeys to a major development can be expected to be made by cycle.

#### **TRAN 2: Location of Major Travel Generating Developments**

**Local plans should select locations for major travel generating developments that are highly accessible by public transport, and preferably also by foot, or will be made so by transport investment which will be delivered in phase with the relevant development. (See Schedules 5.1, 5.2A and 5.2B). Particular attention should be paid to access from disadvantaged urban areas.**

#### **SCHEDULE 5.1: Major Travel Generating Developments**

**Major travel generating developments are defined as those which individually, or cumulatively with other recent or likely nearby development, generate more than 1000 person trips combined, in and out, in the peak hour or are otherwise considered likely to have major transport effects.**

#### **SCHEDULE 5.2 A: Housing**

**Locations that are highly accessible by public transport are those that have convenient access by regular and frequent public transport services, or on foot, to the main centres of employment and retailing likely to be used by residents.**

## **SCHEDULE 5.2 B: Other Development**

**Locations that are highly accessible by public transport are those that can conveniently be reached by a majority of the population of their catchment area by a combination of:**

- a regular and frequent public transport services operating at all times relevant to the development involved; and**
- b access on foot.**

- 5.16 Even locations which are very accessible by public transport tend to have a high share of trips by car if car parking is unrestrained. Therefore, policies applying maximum acceptable levels of car parking in relation to new development are an important tool in reducing reliance on the private car and encouraging greater use of public transport, walking and cycling.

### **TRAN 3: Car Parking Standards**

**Local plans should include parking policies applying car parking standards that specifically relate the maximum permitted level of parking to accessibility by public and other sustainable transport modes.**

- 5.17 Public transport operates most effectively where there are denser urban forms to generate more passenger traffic. Walking and cycling can also cater for a higher proportion of trips in higher density development.

### **TRAN 4: Density of Development**

**Local plans should include policies relating density of development to accessibility by public transport, foot and cycle, encouraging higher densities in the most accessible locations.**

- 5.18 The ways in which people choose to travel to and within new development can be strongly influenced by:
- *the form of development;*
  - *the way it relates to its surroundings, especially surrounding transport networks;*
  - *management of travel by development occupiers.*
- 5.19 To maximise the potential for the travel demands created by new development to be met by sustainable forms of transport, there is likely to be a need for a package of measures. This may range from strategic public transport investment through to measures such as Safer Routes to School, travel plans and individualised travel planning techniques. Encouraging walking and cycling, particularly by children, requires that a high priority is given to safe and convenient travel by these road users.
- 5.20 For developments generating significant amounts of travel, or likely to have a material effect on travel on the road or public transport network, a transport assessment will be necessary to assist in establishing appropriate travel patterns. It can be helpful to set mode share targets for specific developments with the assistance of such an assessment.

### **TRAN 5: Transport Implications of New Development**

**Local plans should include policies to ensure that new development:**

- a which is likely to generate significant amounts of travel, or to have a material effect on travel on the road or public transport network, is required to be the subject of a transport assessment covering access by all modes of travel and enabling items b – f below to be addressed;**
- b encourages travel to, from, and, where appropriate, within it by public transport, foot and cycle. For large developments this may involve:**
  - **the production of a travel plan, including, where appropriate, the setting of mode share targets;**
  - **the development of new routes and services;**

TRAN 3

TRAN 4

TRAN 5

- c contributes to the cost of related transport improvements;**
- d addresses highway capacity issues that remain after criteria b and c have been met;**
- e ensures adequate accessibility for people with disabilities;**
- f gives particular attention to ensuring that it is accessible by public transport, foot and cycle from disadvantaged areas.**

5.21 For environmental and safety reasons it is desirable to maximise the role of rail and sea for freight movement, and also to minimise heavy lorry movements through built up areas by ensuring good access to the strategic road network. Where rail or sea access removes a reliance on road freight, ready access to the strategic road network is not essential.

#### **TRAN 6: Freight Movement**

**In allocating land for new distribution and warehousing development, or other development likely to generate major freight movements, local plans should ensure that priority is given to locations that are readily accessible to the rail network or suitable port facilities. All such development should be easily accessible by the strategic road network unless good rail or sea access removes a reliance on road freight. Such developments should not be located where they will generate major new lorry movement on all-purpose roads through built-up areas.**

## **RETAILING AND TOWN CENTRES**

- 6.1 To achieve a more sustainable pattern of development, the policies for retailing and town centres in this structure plan aim to:
- *ensure that the population of Edinburgh and the Lothians has access to a full range of high quality shopping facilities, minimising the need to travel, and maximising the benefits to the local economy;*
  - *secure an equitable, accessible and sustainable distribution of shopping facilities, with new development focused wherever possible in recognised town centre locations;*
  - *promote investment that will increase the vitality and viability of town centres, through improvements to environmental quality, amenity, accessibility, marketing and the range and quality of retailing and other facilities;*
  - *consolidate and strengthen the role of Edinburgh City Centre as a prime leisure shopping destination of national importance, and as the principal destination for comparison shopping in the east of Scotland;*
  - *restrain further development of retail parks or other out-of-centre sites, unless there are recognised deficiencies and no opportunities to remedy them within town centres.*
- 6.2 Recent surveys have established that fewer shoppers than before are attracted into Edinburgh City Centre from beyond the Lothians. At the same time they reveal a large net outflow of spending by local residents to centres outside the Lothians. Virtually all of this is non-food spending, with much of it finding its way to Glasgow. Reclaiming this 'lost' spending will require better provision within the structure plan area.
- 6.3 Other studies have shown that substantial new retail space will be needed over the plan period to keep pace with continuing growth in demand. Such demand arises from the growing population combined with real increases in personal spending power (particularly on non-food goods), and expectations of greater consumer choice. Better provision within the region will benefit the local economy and limit the growth of shopping-related traffic. On top of locally generated demand, visitors and tourists also contribute significantly to the turnover of Edinburgh City Centre, emphasising the close linkages between tourism and retailing.
- 6.4 Government guidance in *NPPG8 'Town Centres and Retailing'* gives explicit priority to the revitalisation of recognised town centres, whilst still asserting the importance of competition and consumer choice. The guidance makes it clear that town centres have particular qualities that distinguish them from shopping centres. They are generally more multi-faceted, providing a broad range of facilities and services, and serving as a focus for both the community and public transport. In many cases, their present forms and functions are the product of a long evolutionary process. Town centres should have precedence over all other locations in terms of new retail investment, and should be protected from adverse impacts. Local authorities are expected to work pro-actively with other public agencies and the private sector to remedy any shortcomings and enhance the vitality and viability of centres.
- 6.5 Retailing, and other types of development such as commercial leisure, are not prohibited outwith town centres. However, national guidance requires "the sequential approach" whereby development outside town centres may only be acceptable if it caters for a deficiency which cannot be satisfied by development on a town centre site (or failing that, from a site on the edge of a town centre). This approach depends on the identification of opportunities within town centres, both by developers and planning authorities.
- 6.6 The structure plan therefore replaces the previous concept of "strategic shopping centres" with the theme of "town centres" on which to base the sequential approach. The locations that function as town centres in the Lothians are identified in Schedule 6.1. It is recognised that many smaller settlements and suburbs also have well established

centres, which provide a vital service to surrounding neighbourhoods. As part of the strategy there is a general presumption that those local centres will be nurtured and protected. However, it will be for local plans to determine the future role of individual centres according to local circumstances.

#### **SCHEDULE 6.1: Town Centres**

##### **CITY OF EDINBURGH**

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**Edinburgh City Centre<sup>1</sup>; Tollcross; Leith Central; Leith Walk; Nicolson St/Clerk St; Gorgie/Dalry; Corstorphine; Stockbridge; Morningside/Bruntsfield; Portobello.**

##### **EAST LOTHIAN**

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**Musselburgh; Haddington; Dunbar; North Berwick.**

##### **MIDLOTHIAN**

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**Dalkeith; Penicuik; Bonnyrigg.**

##### **WEST LOTHIAN**

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**Almondvale (Livingston); Bathgate; Linlithgow; Armadale; Whitburn; Broxburn/Uphall.**

**1: Edinburgh City Centre is focused on Princes Street and George Street, and incorporates the First New Town, the Old Town, West End and St. James Centre**

- 6.7 In adopting the sequential approach, the structure plan recognises the need to be clear about priorities in cases where new development cannot be accommodated in, or on the edge of, a town centre. Specifically, the next preference will be to consolidate and improve other established shopping locations which are, or can be easily made, accessible by a choice of means of transport. Foremost amongst these other locations are a number of major centres that play a key role in meeting the region's shopping needs, and have been the focus for substantial investment. These are identified in Schedule 6.2. It should be noted that decisions have been taken on some of these by Scottish Ministers, which may affect their potential for further growth. Recent retail studies provide further guidance on the likely impact of any growth on town centres.

#### **SCHEDULE 6.2: Other Major Shopping Centres of Strategic Importance (excluding town centres)**

##### **CITY OF EDINBURGH**

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**Newcraighall/Jewel; The Gyle; Ocean Terminal (Leith); Cameron Toll; Craighleith/Blackhall; Meadowbank; Wester Hailes; Hermiston Gait.**

##### **MIDLOTHIAN**

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**Straiton.**

- 6.8 It is recognised that accommodating the predicted demand for modern shopping facilities within the confines of town centres presents a considerable challenge, because of concerns over heritage, amenity, traffic etc., as well as the difficulties of site assembly. However, at the national level the steadfast application of the sequential approach is already achieving positive results. Notably, there has been a re-direction of investment to town centres, especially when private and public sectors co-ordinate their efforts in pursuit of a shared goal.
- 6.9 Within the Lothians, it is believed that the potential exists for new and upgraded retail provision within or on the edge of town centres, given a co-ordinated approach and a willingness to consider innovative solutions. However, in applying the sequential approach, a broad view needs to be taken of site availability within town centres, allowing for the longer timescale required to bring projects forward and see them through to completion. Hence the requirement to focus on town centre opportunities will not be discharged without a thorough appraisal, encompassing not only known development proposals but other potential properties and sites as well.

### **RET 1: Sequential Approach To The Location Of Retail And Commercial Leisure Developments**

**New retail, commercial leisure and other developments appropriate to town centres should be located in accordance with the following priorities, depending on the availability of suitable opportunities within the expected catchment area of the proposed development:**

- a within a town centre (as listed in schedule 6.1); failing which**
- b on the edge of a town centre, or sufficiently close to form an effective extension to the centre; failing which**
- c within another established shopping location of an appropriate size, character and function, including the major shopping centres listed in Schedule 6.2 but subject to policy RET 5; failing which**
- d on the edge of such established shopping locations referred to in (c), or sufficiently close to form an effective extension; failing which**
- e elsewhere within an existing or planned urban area defined in a local plan.**

### **RET 2: Other Considerations To Be Satisfied Under The Sequential Approach**

**Developments referred to in RET 1 will only be acceptable where the following considerations are satisfied:**

#### **DEVELOPMENTS WITHIN OR ON THE EDGE OF A TOWN CENTRE (categories (a) and (b) in policy RET 1)**

- a should not, either individually or cumulatively with other developments, pose a significant threat to the vitality or viability of any other town centre identified in Schedule 6.1, or jeopardise the development plan strategy in support of such a town centre;**

#### **DEVELOPMENTS ELSEWHERE (categories (c) to (e) in policy RET 1)**

- b should address a quantitative or qualitative deficiency within the local area, and be restricted to a scale which makes good this deficiency; and**
- c should not, either individually or cumulatively with other developments, pose a significant threat to the vitality or viability of any town centre identified in Schedule 6.1 or major shopping centre identified in Schedule 6.2; and**
- d should not jeopardise the development plan strategy in support of any town centre identified in Schedule 6.1; and**
- e should be in a location which is, or will become with transport investment delivered in phase with the development, accessible from most parts of the expected catchment area by regular, frequent and convenient public transport services and should also be well connected to walking and cycling routes.**

- 6.10 Edinburgh City Centre remains the pre-eminent town centre in the Lothians, and fulfils a wider role as the regional centre for south-east Scotland. It lies at the hub of the public transport networks and is the most accessible part of the city-region. It therefore offers the greatest potential to continue offering high order retailing serving a wide catchment area. However it presents a set of particularly challenging circumstances to developers, with its internationally recognised townscape and built heritage, complex ownership and tenancy arrangements and heightened public concerns regarding amenity and congestion. Unlike some other cities, there are few areas of vacant or underused land close to the centre. This does not mean that there are no opportunities available – rather that the approach has to be much more flexible and imaginative, with great attention to detail. Sensitive re-use or redevelopment of underused space will be particularly welcome, where this can be achieved without compromising other objectives.

- 6.11 The structure plan strategy places considerable emphasis on enhancing the vitality of the City Centre and reversing the recent decline in its market share. Retail and other appropriate development within the City Centre will therefore be supported and encouraged, provided environmental and townscape considerations are duly recognised. Support through the sequential approach (policy RET 1) will need to be underpinned by concerted, pro-active measures by public agencies. These should include environmental improvements, enhanced accessibility (to and within), and assistance with identifying and realising development opportunities.
- 6.12 Private and public sector intervention to revitalise the City Centre will be co-ordinated through a City Centre Action Plan, under the leadership of the Edinburgh City Centre Management Company. This will include a programme of public realm improvements, proposals to ease congestion and improve access, and identification of development opportunities.

### **RET 3: Edinburgh City Centre**

**Edinburgh City Centre will continue to be supported as the main destination for comparison shopping and commercial leisure within the Lothians and developments elsewhere that would undermine this will be resisted. Additional retail provision to meet future shopping needs will be supported within Edinburgh City Centre, provided that the location and form of development contribute to meeting the environmental objectives of policy ENV 1.**

- 6.13 Almondvale is the town centre for Livingston, the second largest settlement in the Lothians, and caters primarily for the extensive and rapidly growing West Lothian market. The last five years or so have seen a considerable expansion in its retail floorspace, enabling it to fulfil its role as a sub-regional centre envisaged in previous structure plans. However, there remain further opportunities to enhance the range and choice of retail offer, and the structure plan continues to support improvements that will further consolidate its role.

### **RET 4: Almondvale, Livingston**

**Retail development will be supported at Almondvale, Livingston to consolidate its status as the sub-regional town centre of the Lothians.**

- 6.14 National planning policy expects planning authorities to make a positive and creative contribution towards maintaining the vitality of town centres, and overcoming any constraints which prevent them achieving their potential. Local plans therefore have a vitally important role to play in defining the key centres and identifying opportunities for growth and enhancement. They must also ensure adequate provision in planned growth areas. All retail development proposals should comply with the sequential approach as set out in policy RET 1.
- 6.15 The long-term function and form of the major shopping centres listed in Schedule 6.2 also needs to be considered when local plans are progressed. In some cases it may be appropriate to incorporate a wider range of non-retail functions and develop a wider community role. There may also be a need to address problems such as inadequate accessibility by public transport, lack of physical integration or poor quality pedestrian environment. Some centres such as Newcraighall and Straiton have expanded to such an extent that they are beginning to pose a challenge to the long-term health of the City Centre and other centres. Local plans should therefore consider whether it would be appropriate to set limits on further growth.

## **RET 5: Local Plan Implementation**

**Planning authorities should, through local plans and other initiatives:**

- a define the boundaries of town centres and other major shopping centres (specified in Schedules 6.1 & 6.2);**
- b keep under review the strengths, weaknesses, vitality and viability of individual town centres, consider the scope for practical improvements, and identify specific development opportunities;**
- c define the roles of the centres specified in Schedule 6.2; where necessary, consider setting limits for further growth; assess the scope for these centres to diversify their non-retail functions; and identify any opportunities for improving environmental quality and accessibility, and securing more coherent site layout.**
- d seek to ensure that large food stores, retail warehouses and other similar retail formats are integrated sympathetically into the local townscape, providing a welcoming environment for pedestrians, cyclists and public transport users;**
- e assess the adequacy of local shopping facilities and make appropriate provision to protect centres of local importance and to meet any deficiencies;**
- f make appropriate provision for new local shopping facilities particularly in areas of planned housing growth.**

# ENVIRONMENT

- 7.1 Edinburgh and the Lothians has a rich and varied natural and built environment. Its natural assets range from dramatic hill landscapes to agricultural and coastal plains and shorelines. Its built environment encompasses Edinburgh with its World Heritage Site, Livingston with its new town origins, well-preserved market towns such as Linlithgow, Haddington and Dalkeith, and the many smaller towns and villages with their origins in agriculture or industry. A prime objective of the plan is to protect and enhance these assets while at the same time promoting beneficial development.
- 7.2 Substantial national planning policy guidance on environmental matters must be incorporated into the development plan. Much of this policy guidance has at its core an expression of the Government's commitment to sustainable development. Through its overall strategy, the structure plan embraces these policy requirements and intends that local plans bring forward the appropriate policy detail. This will include conservation of the built heritage, archaeology and natural heritage. It is not the intention of the structure plan to repeat this general policy guidance unless required by specific local circumstances.
- 7.3 The policies for the environment in this structure plan aim to achieve a more sustainable pattern of development by providing a framework within which the key elements of the natural and built environment of Edinburgh and the Lothians can be protected and enhanced.
- 7.4 Important elements of the built and natural heritage, including non-statutory designations, will be protected from harmful development. The structure plan adopts national planning policy, currently *NPPG5 'Archaeology and Planning'*, *NPPG14 'Natural Heritage'* and *NPPG18 'Planning and the Historic Environment'*, in respect of development that might affect international or national designations of natural heritage interest and the built environment. Regional and local natural and historic or built environment interests are also protected by this structure plan. Where appropriate, Councils will work in co-operation with other agencies to secure management of protected sites.
- 7.5 The qualities of the natural and built environment are key components in Lothian's overall character and appearance. It is important that new development creates successful and sustainable places. New development should avoid unacceptable uses, excessive densities and intrusive building heights and should respect and ensure fit with the local and, where appropriate, the wider context and character.

## ENV 1 A: International Natural Heritage Designations

**A development which would have an adverse effect on the conservation interests for which a Natura 2000 area has been designated should only be permitted where:**

- **there is no alternative solution; and**
- **there are imperative reasons of over-riding public interest, including those of a social or economic nature.**

**Where a priority habitat or species (as defined in Article 1 of The Habitats Directive) would be affected, prior consultation with the European Commission is required unless the development is necessary for public health or safety reasons.**

**Local plans should include policies and, where appropriate, proposals for their protection and enhancement.**

**ENV 1 B: National Natural Heritage Designations**

Development which would affect national designations, including Sites of Special Scientific Interest not designated as international sites, will only be permitted where it can be demonstrated that:

- a the objectives of designation and overall integrity of the site will not be compromised; or
- b any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by social or economic benefits of national importance.

Local plans should include policies and, where appropriate, proposals for their protection and enhancement.

**ENV 1 C: International and National Historic or Built Environment Designations**

Development which would harm the character, appearance and setting of the following designated built or cultural heritage sites, and/or the specific features which justify their designation, should be resisted.

- World Heritage Sites
- Listed Buildings
- Scheduled Ancient Monuments
- Royal Parks
- Sites listed in the Inventory of Gardens and Designed Landscapes

Local plans should include policies, and where appropriate proposals for their protection and enhancement.

**ENV 1 D: Regional and Local Natural And Built Environment Interests**

Development affecting the following regional or local areas of natural heritage and built environmental interest, or their settings, will only be permitted where it can be demonstrated that:

- a The objectives and overall integrity of the designated area will not be compromised; or
- b The social or economic benefits to be gained from the proposed development outweigh the conservation or other interest of the site.
  - Conservation Areas
  - Areas of Great Landscape Value or other local landscape designations defined in local plans
  - Pentland Hills Regional Park
  - Country Parks
  - Defined core and local path networks
  - Local Nature Reserves
  - Regionally Important Geological and Geomorphological Features
  - Sites of archaeological interest
  - Designated Wildlife Sites
  - Peatland
  - Prime agricultural land
  - Water supply catchment areas
  - Areas of significant open space within urban areas

Local plans should define the extent of these interests and include policies and where appropriate proposals, for their protection and enhancement.

**ENV 1 E: Features of Local Importance**

Local plans should define the features of local importance for wild flora and fauna as identified in a Local Biodiversity Action Plan, and include policies and, where appropriate, proposals for their protection and enhancement.

## ENV 1 F: Environmental or Biodiversity Assessments

**Development proposals that would affect any designated natural heritage site, protected priority habitat or species or other important non-statutory locations will require an appropriate level of environmental or biodiversity assessment. Where development is permitted, proposals must include measures for mitigation and, where appropriate, enhancement to reduce any adverse impact and/or to provide for sustainable habitat replacement.**

## ENV 1 G: Design of New Development

**Local plans should include policies, and where appropriate proposals, to promote a high quality of design in all new development.**

- 7.6 The Green Belt has been successful in limiting the expansion of the City, preserving its identity and landscape setting, and directing new development to urban areas in the City and landward towns. However, structure plans must review the appropriate balance between containment and growth to ensure this can be sustained on a long-term basis. While the policy remains valid, local plans should modify Green Belt boundaries where justified to accommodate the strategic land allocations defined in policies ECON2, ECON3 and HOU3. In identifying land releases, which should be limited in extent, emphasis should be given to locations where the impact on Green Belt objectives is least, and where robust, long-term boundaries can be secured. The principle of a continuous Green Belt should not be undermined. The City Bypass defines the edge of the built-up area to the west and south-west and forms a strong, defensible inner boundary to the Green Belt. The maintenance of this boundary forms an important part of the long-term Green Belt strategy. Local plans may specify and justify any exceptions to national planning policy, and this may in exceptional circumstances include sites for community facilities where a need has been identified.

## ENV 2: Green Belt

**A) A continuous Green Belt will be maintained around Edinburgh for the following main purposes:**

- a to maintain the identity of the City by clearly establishing its physical boundaries and preventing coalescence;**
- b to provide countryside for recreation; and**
- c to maintain the landscape setting of the City.**

**Local plans should define Green Belt boundaries to conform to these purposes and, where appropriate, to protect the setting of neighbouring towns.**

**B) There is a presumption against development or changes of use in the Green Belt unless necessary for the purposes of agriculture, horticulture, forestry, countryside recreation, other uses appropriate to the rural character of the area, or operations covered by paragraph 4.13 and policies ECON3 and ECON4. Local plans may specify and justify any exceptions to national planning policy.**

- 7.7 The areas designated in local plans as countryside also require careful protection to focus development on the core development areas. The plan seeks to strike a balance between protecting the character of the countryside from development pressures while allowing some limited and appropriate development.

## ENV 3: Development in the Countryside

**Development in the countryside will be allowed where it has an operational requirement for such a location that cannot be met on a site within an urban area or land allocated for that purpose, and is compatible with the rural character of the area. Acceptable countryside development will include agriculture, horticulture,**

**forestry and countryside recreation. The following types of development, where justified in local plans, may be allowed in support of rural diversification.**

- **Tourism or other recreational uses;**
- **Development that re-uses appropriate redundant rural buildings that make a positive contribution to the landscape;**
- **Diversification of an appropriate scale and character on agricultural land, including lowland crofting, as a means of supporting and diversifying the rural economy, maintaining communities and services or effecting landscape improvement.**

**Local plans should require that such development:**

- a is well-integrated into the rural landscape;**
- b reflects its character and quality of place; and**
- c does not result in a significant loss of prime quality agricultural land.**

**Any additional infrastructure required as a result of such development must be either committed through the Action Plan or funded by the developer.**

- 7.8 As part of the commitment made by Scottish Ministers in *NPPG14*, ‘*Scottish Natural Heritage*’ is currently reviewing guidance on regional and local landscape designations. Local plans will be expected to take account of this guidance once it is published.

#### **ENV 4: Landscape**

**Local plans should take account of landscape designations in accordance with new guidance produced by Scottish Natural Heritage.**

- 7.9 The importance of the Firth of Forth’s coastline to the economic, social and environmental wellbeing of Lothian is recognised. National planning policy requires the identification of areas of developed and undeveloped coast. Broad areas of developed and undeveloped coast are defined on the key diagram. Provision should be made through local plans for development which requires a coastal location and which contributes to the local economy. Policies will also be included in local plans, to prevent unnecessary or unsympathetic development in accordance with national planning policy.
- 7.10 The Forth Estuary Forum Management Strategy promotes sustainable use of the Forth and, although non-statutory, the strategy should be assessed and, where appropriate, incorporated into future plans for the coastal area.

#### **ENV 5: The Coast**

**Local plans should define the detailed boundaries of the developed and undeveloped coast. Development on the developed coast will be supported where it demonstrates a need for a coastal location, or contributes to the renewal and regeneration of an area. Development on the undeveloped coast will only be permitted where it demonstrates a need for a coastal location, that the benefits outweigh any detrimental environmental impact and that there is no alternative site.**

- 7.11 Government planning policy on renewable energy development is set out in *NPPG6* ‘*Renewable Energy*’. It is based on the principle that it should be accommodated where the technology can operate efficiently and environmental impacts can be addressed satisfactorily. The guidance addresses development that might have an adverse impact upon international and national designations, the historic environment and local communities.

#### **ENV 6: Renewable Energy**

**The development of renewable energy resources will be supported where this can be achieved in an environmentally acceptable manner. Local plans should set out**

**the specific criteria against which renewable energy developments will be assessed, including cumulative impact. They should also consider whether it is appropriate to define broad areas of search, or specific sites, suitable for wind or other renewable energy developments.**

- 7.12 The structure plan area contains a range of minerals, including sand and gravel, hard rock and coal. *NPPG4 'Land for Mineral Working'*, provides national planning policy on mineral extraction other than opencast coal and related minerals. Local market areas overlap local authority boundaries and joint working between planning authorities is necessary. *NPPG4* requires planning authorities to provide for an adequate and steady supply of aggregates with a landbank in permitted reserves for an appropriate local area equivalent to at least 10 years extraction. Such requirements may include the extraction of dimensioned stone from currently closed quarries in exceptional circumstances, to meet a specific historic building project's needs. Indications are that there are sufficient supplies of hard rock at least for the early part of the plan period. The longer term position as regards the supply of aggregates is less clear.

#### **ENV 7: Mineral Sterilisation**

**Deposits of economically important mineral resources should be safeguarded in local plans from development which would either sterilise them, or be a serious hindrance to their extraction, unless such development is essential to meet immediate structure plan development requirements and phasing to allow the removal of minerals is not possible.**

#### **ENV 8: Mineral Extraction**

**Proposals for mineral extraction will be assessed against Policy ENV1. In addition, mineral working that has a significant adverse impact upon surrounding communities and their local environments will only be permitted where there are clear local or community benefits which would outweigh any adverse impacts arising from the development.**

**Mineral working should not result in adverse effects which, when combined with the effects of other existing, consented and currently proposed mineral workings, would have a significantly adverse cumulative impact on the environment or local communities.**

**Wherever feasible, transport of minerals should be by rail or water rather than public roads. If no alternatives to road transportation are available, proposals for mineral working will not be permitted where they involve unacceptable impact on local roads through communities.**

#### **ENV 9: Review of Mineral Resources**

**Towards the end of the structure plan period, the structure plan authorities will review the adequacy of the supply of mineral resources including sand and gravel and hard rock. If required, preferred areas of search for the working of such minerals will be defined through a structure plan alteration.**

- 7.13 National policy advice on opencast coal is provided by *NPPG16 'Opencast Coal and Related Minerals'*. Planning authorities are required to identify broad areas within structure plans where opencast coal and related minerals developments may be acceptable. This should reflect all the factors covered in *NPPG16* including the potential effects of cumulative impact on local communities and the environment. Scottish Ministers identified a number of areas of search following their approval, in July 2001, of an Alteration to the opencast coal policies of the Lothian Structure Plan 1994. Ministers expect this structure plan to carry forward these new areas of search.

- 7.14 The following broad areas of search are shown on the key diagram. These are the areas within which Ministers anticipate that the working of coal and related minerals by opencast methods may be acceptable, taking into account the policy guidance contained in NPPG 16. The relevant local plans should define these broad areas in more detail and set out the criteria to be addressed when assessing individual proposals. The areas indicated are a guideline only and individual proposals will be judged on their merit having regard to the development plan and other material considerations. Outwith these broad areas there will be a presumption against opencast coal and related minerals working.

#### **ENV 10: Opencast Coal – Broad Areas Of Search**

**The working of coal and other related minerals by opencast methods may be acceptable in those broad areas indicated below and on the key diagram, provided any proposals satisfy criteria set out in Policies ENV1 and ENV8.**

- **East Lothian Council Area**  
**A composite area stretching from SW of Tranent around Ormiston and Fountainhall continuing to the NE around Pencaitland and Macmerry.**
- **West Lothian Council Area**  
**Area W and SW of Blackridge along the boundary with North Lanarkshire and Falkirk, area N of Armadale, area between Armadale and Whitburn, area between Whitburn and Fauldhouse, area between Blackburn and Stoneyburn and area S and SE of Breich.**
- **Midlothian Council Area**  
**Area around Rosewell, area E of Dalkeith, area E and NE of Gorebridge, Cauldhall Moor area and Halkerston area.**

**Relevant local plans should define these broad areas in more detail, taking particular account of the following:**

- a proximity to settlements**
- b the landscape setting of settlements**
- c impact on isolated houses**
- d impact on local landscape character**
- e visual impact**

**Local plans should also set out all the criteria to be addressed when assessing individual proposals within these broad areas of search or elsewhere. Outwith these broad areas there will be a presumption against the working of opencast coal and related minerals.**

- 7.15 To meet the requirements of EU Directives, the National Waste Strategy: Scotland requires the management of waste to give increased emphasis to recycling, waste minimisation and a reduction in landfilling. The National Waste Plan 2003 and the Lothians and Borders Area Waste Plan (AWP) apply the requirements of the National Waste Strategy for a significant increase in the number of new facilities. The AWP accommodates a mix of techniques to handle waste (the Best Practicable Environmental Option) which articulates the 2010 and 2013 Landfill Directive targets. Fulfilling those targets within the structure plan period requires planning authorities to accommodate the need for new facilities. Subject to other policy considerations, the structure plan is committed to supporting proposals that meet the capacity requirements of the AWP. There will be a presumption against developments that conflict with it.
- 7.16 To establish a suitable network, local plans should identify existing and proposed locations to meet the necessary AWP capacity increases. Examples include existing waste management facilities, degraded, contaminated or derelict land (including opportunities for their restoration and rehabilitation) and industrial sites. Local plan reviews and

alterations will take account of the provisions set out in the Lothians and Borders AWP, national planning guidance and advice, in consultation with other AWP partners. Technologies and best practice in the design of new development and in the field of waste management are constantly changing, and local authorities will monitor developments to ensure the planning framework, including where necessary, supplementary planning and design guidance, equips councils to consider innovative proposals.

#### **ENV 11: Waste Management**

**Proposals meeting Lothians and Borders AWP's Best Practicable Environmental Option and capacity and infrastructure requirements will, in principle, be supported. Local plans identifying existing and proposed sites or containing policies to meet the AWP capacity and infrastructure requirements should follow the principles of sustainable waste management and accord with policies ENV1, ENV2 and ENV3.**

- 7.17 Flood risk is a material consideration in determining planning applications. Government policy is principally contained in *NPPG7 'Planning and Flooding'*, with additional advice in *NPPG13 'Coastal Planning'*. The plan recognises that there is a risk of flooding in parts of the Lothians. In consultation with SEPA and, where relevant, neighbouring authorities, Councils shall identify areas where there is a degree of flood risk, and include policies to manage the threat of flood.
- 7.18 Such policies should control development within areas of flood risk; consider the cumulative impact of new development; consider the impact of particular types of development; and protect areas from development that are required for flood control. Comprehensive Sustainable Urban Drainage Systems (SUDS) can assist in reducing flood risk and treating surface water, and local plans should include policies to support their use where appropriate in association with new development.

#### **ENV 12: Water Management and Flooding**

**The Lothian Councils, in consultation with SEPA, Scottish Water and development industry interests, will review the risk of flooding in the structure plan area and consider altering the plan if the review shows that strategic development allocations are affected. The potential for flooding inland and on the coast will be considered in every local plan and policies set out in accord with SPP7. Development, individually and/or cumulatively, that may lead to a significant increase in the risk of flooding, or that may itself be at risk from flooding, should not be permitted. Development proposals for greenfield and brownfield sites should include sustainable drainage systems for the attenuation and treatment of surface water and to assist in reducing the risk of flooding unless local conditions prevent this approach.**

# IMPLEMENTATION

## THE COUNCILS AND THEIR PARTNERS

8.1 This plan has been prepared by the four Councils in Edinburgh and the Lothians on behalf of the Edinburgh and the Lothians Structure Plan Joint Liaison Committee (ELSPJLC). The prime responsibility for implementing the plan rests with the same four Councils, through local plans and development control decisions. However, a number of other organisations have important roles to play. The most important of these is the Scottish Executive which, in addition to approving the plan and giving it statutory status, is responsible for major decisions affecting the funding of essential infrastructure, particularly transport. Other significant partners include Scottish Water in providing water and drainage services and Scottish Enterprise Edinburgh and the Lothians in promoting the economy of the city-region. Finally, the private sector will play a key role in bringing forward the development opportunities highlighted in the plan.

## LOCAL PLANS

8.2 The local plan is the main mechanism by which structure plan policies are taken forward to specific land allocations and policies for the control of development. Local plans will require to be altered or replaced to take into account this approved structure plan. The status of the current generation of local plans at the time of plan preparation is set out in Table 8.1. Further details are contained in the Action Plan.

**TABLE 8.1 Local Plans Programme**

LOCAL PLAN	STATUS	COMMENTS
<b>CITY OF EDINBURGH</b>		
Central Edinburgh	Adopted 1997	
North East Edinburgh	Adopted 1998	Subject of alterations
North East Edinburgh Alterations	PLIs March 2002 and February 2003	
Rural West Edinburgh	Finalised April 1999	Requirements of the structure plan to be incorporated before proceeding to PLI
South East Edinburgh	Finalised February 2002	PLI Autumn 2003
West Edinburgh	Draft March 2001	To be incorporated into Edinburgh City Local Plan
Edinburgh City	To start 2003	
<b>EAST LOTHIAN</b>		
East Lothian	Adopted 2001	Local plan review will incorporate requirements of this structure plan
<b>MIDLOTHIAN</b>		
Midlothian	PLI 2001-2	Report received December 2002. Further inquiry into post-inquiry modifications, July/August 2003
Shawfair	PLI November 2002	Report received May 2003
<b>WEST LOTHIAN</b>		
West Lothian	Finalised October 2001	Requirements of the structure plan to be incorporated before proceeding to PLI

- 8.3 As shown in Table 8.1, a number of local plans are at an advanced stage of preparation. Some of these plans will not be progressed to adoption until after approval of this structure plan so as to allow the requirements of this plan to be incorporated. However, the Midlothian and Shawfair Local Plans have been subject to lengthy public inquiries and the inquiry into the South East Edinburgh Local Plan is expected to open in Autumn 2003. Given the level of resources already committed to these plans it would not be in the public interest to delay their adoption. Every effort will therefore be made to secure adoption of these plans prior to approval of this structure plan.
- 8.4 Implementation of this structure plan should be progressed through the finalisation of local plans within eighteen months of structure plan approval. This includes the alteration or replacement of the three local plans referred to above. In the event of slippage, local authorities will have the discretion to bring forward allocations in advance of local plan adoption, where the authority is satisfied that all the requirements can be secured. They may also use supplementary planning guidance to approve policies as interim measures in advance of a local plan, for example, on affordable housing.

#### **IMP 1: Implementing the Strategy Through Local Plans**

**The Lothian Councils will prioritise the preparation or alteration of local plans in accordance with the structure plan development strategy. The local plans required to implement the policies and proposals of this structure plan should be finalised within eighteen months of structure plan approval. Current intentions are shown in Schedule 1 of the Action Plan. Prior to the production of finalised replacement local plans, planning authorities may use supplementary planning guidance to assist in implementing the development strategy.**

#### **IMP 2: Development in Advance of Local Plan Adoption**

**At the discretion of the individual planning authorities, sites and proposals contributing to the strategic land allocations may be brought forward and approved in advance of local plan adoption. Proposals would need to satisfy the requirements of IMP 4.**

### **DEVELOPMENT CONTROL**

- 8.5 Individual Councils are the planning authorities within their own areas and responsible for all development control decisions. However, voluntary arrangements are in place to consult structure plan partners on development proposals of a strategic scale or with cross-boundary implications. If a disagreement arises, the matter is referred to the ELSPJLC for resolution. Developments that do not accord with the plan will not be permitted unless a strong case can be made for an exception. These arrangements will ensure the consistent application of structure plan policy.

### **SUSTAINABLE DEVELOPMENT**

- 8.6 The development plan strategy aims to reconcile economic and environmental objectives in achieving a sustainable pattern of development. The Lothian Councils will take the principles of sustainable development into account as they implement the policies and proposals in this plan. In particular, they will be concerned that the key sustainable issues of density, design, the location of development and its relationship with transport facilities are explored fully in local plans and in the granting of planning permissions.

### **THE ACTION PLAN**

- 8.7 Successful implementation of the strategy depends crucially on the provision of infrastructure such as public transport facilities, road improvements, drainage and school capacity. For this plan, transport is likely to be the most significant area of investment. The proposals outlined in Table 5.1 include part of a wider programme of investment

prepared by SESTRAN and are the priority transport projects for this structure plan area. It should be emphasised that the successful implementation of the strategy depends crucially on these proposals being implemented during the plan period together with other key items of infrastructure in co-ordination with new development. The main sources of funding for implementation for the transport projects will be Central Government and, potentially, congestion charging. Other sources of infrastructure funding will include the Councils' own resources, private investment and developer contributions.

- 8.8 A supporting document, the *'Edinburgh and the Lothians Structure Plan 2015– Action Plan'*, accompanies this structure plan. It indicates where the local authorities, with responsibilities for planning and services provision, along with their public and private sector partners and developers, need to focus on actions, joint initiatives and investments, to implement the structure plan. The Action Plan will be reviewed in parallel with the monitoring of the structure plan.
- 8.9 The Action Plan provides further details of the local plan programme and the main investments needed to cope with increasing demands on services and infrastructure. There is a limit to how detailed and definite the identification of these requirements can be, since funding may not yet be committed, whilst there may be other means and sources of funding as the allocations are specified through the preparation of local plans. The additional demands on services, infrastructure and community facilities will be considerable, particularly to serve the sizeable new communities, including the need for schools, shops, open space provision, parks and other local facilities and services. The need to secure healthcare services is a newly emerging issue, and the planning authorities will need to liaise closely with the NHS trusts, whilst developers will have a role to play in enabling provision.
- 8.10 The use of planning agreements (Section 75s) will provide the main means of securing services and infrastructure, though each Council will explore other potential funding mechanisms, such as Public-Private Partnerships (PPPs). However, in the absence of securing funding from other sources, the responsibility in providing infrastructure and services to support the major development allocations will be borne in most part by the development.
- 8.11 A number of key investment and development requirements are identified in the Action Plan schedules. Schedule 2 of the Action Plan lists the strategic infrastructure requirements related to the major transport initiatives (see also Chapter 5, Transport), whilst Schedule 3 of the Action Plan lists the key infrastructure, services, and planning requirements for each core development area to enable the main housing and employment development allocations to be brought forward. This list is not definitive, and further requirements may be added, or altered, through the preparation of local plans.

### **IMP 3: The Action Plan**

**The Councils will work with all the key agencies and partners to bring forward the key infrastructure projects, as shown in Schedule 2 of the Action Plan. Progress will be monitored as part of the biennial Action Plan review.**

IMP 3

### **IMP 4: Planning Agreements**

**Agreements between developers and local planning authorities must be in place to secure the key items included in Schedule 3 of the Action Plan prior to the granting of planning consent. In promoting proposals, developers must either:**

- a conform to the requirements incorporated into the relevant local plan; and/or**
- b enter into planning or other legal agreements with the planning authority where the planning authority is willing to promote development in advance of an adopted local plan (see IMP 2).**

IMP 4

**The Lothian Councils should identify, through local plans, the essential infrastructure and services and, where relevant, its phased provision, to serve the major strategic development allocations. This should include identifying the key parties responsible for provision and funding, and the mechanisms of funding. Further requirements may be added to those included in the Schedule, as part of that process. The Schedule 3 requirements may be varied at the discretion of the planning authority.**

## **ADJOINING COUNCILS**

8.12 Implementation of the strategy will also depend on continued joint working with the neighbouring Councils of Fife, Scottish Borders, North and South Lanarkshire and Falkirk. Whilst the Plan aims to accommodate all the forecast housing need within the plan area, neighbouring Councils may wish to make provision for an element of mobile demand originating in Edinburgh and the Lothians. In some cases this would require significant investment in new public transport facilities in order to prevent long-distance car-commuting. Decisions on new transport investment in south-east Scotland will be taken within the context of the SESTRAN Regional Transport Strategy. Adjoining Councils will be fully consulted on strategic development proposals that could have cross-boundary implications.

## **MONITORING AND REVIEW**

- 8.13 The projections and forecasts upon which this plan is based are subject to change. The Councils will keep these projections and forecasts under review as well as monitoring the housing land supply, the take-up of land for economic development and changes in national planning policy. The Councils will publish a biennial monitoring statement on the progress of the plan. As indicated in paragraph 3.27, the review of the plan should begin no later than 2006, guided by the results of a land use/transport modelling exercise commencing in 2004.
- 8.14 The conclusions of the Scottish Executive's Review of Strategic Planning indicate that structure plans will be replaced by strategic development plans. Subject to the necessary legislative changes, it is expected that the Edinburgh and the Lothians Structure Plan will eventually be replaced by a strategic development plan covering a wider area.

# GLOSSARY

## AFFORDABLE HOUSING

Housing that is for sale or rent, to meet locally the identified needs of people who cannot afford to buy or rent housing generally available on the open market.

## AGGREGATES

Sand and gravel, crushed rock and other bulk materials used in the construction industry for purposes such as the making of concrete, mortar and asphalt for roadstone, drainage or bulk filling.

## ALTERATION

A formal amendment to the structure plan which must pass through statutory procedures and be approved by Scottish Ministers.

## AREA OF GREAT LANDSCAPE VALUE (AGLV)

An area designated by a local authority in development plans as being of special landscape character requiring special protection against inappropriate forms of development. The requirement to designate AGLVs is set out in Circular 2/1962.

## BIODIVERSITY

The constantly changing variety of all life forms, the genes they contain and the ecosystems they form.

## BIOTECHNOLOGY

The use of animal cells, plant cells or microbes to develop or manufacture useful products.

## BROWNFIELD SITES

Land which has previously been developed. The term may encompass vacant or derelict land; infill sites; land occupied by redundant or unused buildings; and developed land within the settlement boundary where further intensification of use is considered acceptable.

*Source: SPP3: Planning for Housing*

## BUSINESS DEVELOPMENT

Class 4 of the Use Classes Order 1997 which includes general office, light industry or research and development which can be carried on without detriment to the amenity of any residential area.

## CLUSTERS

Concentrations of companies in economic development related activities, which are co-operating, collaborating and competing to build competitive advantage.

## COALESCENCE

When development occurs to make settlements no longer physically or visually separate from each other.

## COMMITTED INFRASTRUCTURE

Where expenditure on infrastructure has been agreed as part of a future funding programme.

## COMMUNITY PLANNING

A process whereby a local authority and other local agencies, including community, voluntary and private sector interests, come together to develop and implement a shared vision for promoting the well-being of their area.

## COMPARISON GOODS

Shopping not classified as convenience shopping (q.v.), which the purchaser will compare on the basis of price, quantity and quality before a purchase is made e.g. clothes, fashion, gift merchandise, electrical goods and furniture.

*Source: NPPG 8:Town Centres and Retailing*

## CONSERVATION AREA

An area designated under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 as being of special architectural or historic interest, the character and interest of which it is desirable to preserve or enhance.

## CONSTRAINED (NON-EFFECTIVE SITE)

A site within the established housing land supply that at the time of any audit is not assessed as being effective.

## CONVENIENCE SHOPPING

Broadly defined as food shopping, drinks, tobacco, newspapers, magazines and confectionery, purchased regularly for relatively immediate consumption.

*Source: NPPG 8:Town Centres and Retailing*

## CORE PATHS AND CORE PATH NETWORKS

The Land Reform (Scotland) Act 2003 requires local authorities to prepare a plan for a system of “core paths” to give people reasonable access throughout their area. Section 17 of the Act provides the definition of what a system of core paths may include.

## COUNTRY PARKS

Relatively small areas of countryside near to towns which are managed for public enjoyment. They are established in accordance with Section 48 of the Countryside (Scotland) Act 1967.

## COUNTRYSIDE RECREATION

Passive or active outdoor recreational pursuits or land uses which may involve very limited buildings, which do not, of themselves, disrupt the peace and tranquillity of the countryside (or neighbouring urban area) or threaten the character and amenity of the landscape and its enjoyment by others.

## DEFENSIBLE GREEN BELT BOUNDARY

This is a boundary which gives clear definition to land which meets the agreed objectives of:

- Preventing development which could lead to coalescence between settlements and/or
- Maintaining the landscape setting of the City and neighbouring towns.

## DEMOGRAPHY

Refers to population forecasts and projections.

## DEVELOPED COAST

Includes towns and cities as well as substantial free-standing industrial and energy developments. It may also contain sites of significance for national and international nature conservation, important cultural heritage resources as well as valuable areas of open space and recreation such as golf courses.

*Source: NPPG 13 Coastal Planning*

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## **DEVELOPMENT**

The carrying out of building, engineering, mining or other operations, in, on, over or under land, or the making of any material change in the use of any buildings or other land.

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## **DIVERSIFICATION ON AGRICULTURAL LAND**

Projects can include on-farm forestry and woodland schemes; farm-based retail, tourism and small business enterprises; and lowland crofting. They can involve the re-use of buildings and land, new development and infrastructure.

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## **EDINBURGH PARK**

Major business park development in west Edinburgh which has attracted both finance and IT companies. It is based on a master plan by the American architect Richard Meier.

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## **EFFECTIVE HOUSING LAND SUPPLY**

The part of the established housing land supply that is expected to be free of development constraints in the period under consideration, and will therefore be available for the construction of housing.

*Source: SPP3 Planning for Housing*

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## **EMPLOYMENT LAND**

All land and buildings which are used or designated for purposes within Use Classes 4 (Business), 5 (General Industry) and 6 (Storage and Distribution) of the 1997 Town and Country Planning (Use Classes) (Scotland) Order.

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## **ESTABLISHED GREEN BELT USES**

Edinburgh Airport  
Royal Highland Showground  
Heriot Watt University's Edinburgh Campus at Riccarton  
The Bush Estate (including Gowkley Moss Biocampus)  
The Roslin Institute

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## **ESTABLISHED HOUSING LAND SUPPLY**

The total housing land supply - including both constrained and unconstrained sites. This will include the effective housing land supply, plus the remaining capacity of sites under construction; sites with planning consent; sites in adopted local plans; and other land and buildings with agreed potential for housing development.

*Source: SPP3 Planning for Housing*

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## **EXAMINATION IN PUBLIC**

A public hearing held on behalf of Scottish Ministers to examine matters affecting their consideration of the plan. The need for an EIP is at the sole discretion of Ministers. Only persons invited may take part. Unlike a public inquiry, there is no right to be heard.

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## **EXCHANGE**

Edinburgh's financial and business district in west central Edinburgh. The area has provided modern open plan office space for several of the City's large financial companies. It includes the Edinburgh International Conference Centre (EICC).

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## **GREEN BELT**

Land defined in adopted local plans where planning controls aim to maintain a rural character and therefore where there is a general presumption against development except in very special circumstances.

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## **GREEN BELT BOUNDARY STUDY**

Study required by the 1994 Structure Plan and carried out jointly by Edinburgh, Midlothian, East Lothian and West Lothian Councils in 1999 to review green belt boundaries.

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## **GREENFIELD SITES**

Land which has never previously been developed, or fully-restored formerly derelict land which has been brought back into active or beneficial use for agriculture, forestry, environmental purposes, or outdoor recreation.

*Source: SPP3: Planning for Housing*

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## **HARD ROCK**

Refers to more durable types of rock such as basalt or dolerite used as aggregate for road building/construction purposes.

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## **HEAVY RAIL**

Conventional rail service.

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## **HOUSING DEMAND**

The market expression of the desire for housing. It is a compound of needs and aspirations and can be satisfied either by existing housing or by new housing requiring additional land provision.

*Source: SPP3: Planning for Housing*

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## **HOUSING LAND AUDIT**

The mechanism for monitoring the housing land supply and identifying those sites within the established land supply which are expected to be effective within the period under consideration in the Audit.

The assessment of the land supply at 31 March each year is undertaken by the four Lothian Councils in consultation with housing providers. The Lothian Housing Land Audit has two principal elements:

- 1 A schedule of all effective housing sites. This will include estimates of the likely construction programme for each site for the future seven year period, and, where the construction of a site is likely to extend beyond seven years, the date by which the remainder is expected to be complete.
- 2 A schedule of constrained sites.

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## **HOUSING MARKET AREA**

A geographical area which is relatively self-contained in terms of housing demand; i.e. a large percentage of the people moving home or settling in the area will have sought a dwelling only in that area.

*Source: SPP3 Planning for Housing*

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## **HOUSING NEED**

A measure of the number of households which require to be housed. It encompasses the special needs of particular groups such as the elderly and the handicapped. Need takes no account of the exercise of choice or other market factors.

*Source: SPP3 Planning for Housing*

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## **INDIVIDUALISED TRAVEL PLANNING TECHNIQUES**

A process involving advice to individuals on reducing car travel (especially single occupant car travel). The advice is tailored to the person's actual travel habits. Knowledge of these is gained through detailed travel diary surveys that involve making a full record of journeys made, usually over a period of around a week.

## **INFRASTRUCTURE**

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The public transport facilities, roads, sewers, water mains, schools, supplies of gas and electricity, etc, which are needed to allow developments to take place.

## **INVENTORY OF GARDENS AND DESIGNED LANDSCAPES IN SCOTLAND**

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A list that provides a representative sample of important historic gardens or landscapes. It includes private gardens, parks, policies in country estates and botanical gardens.

## **KEY DIAGRAM**

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A diagram that is part of the structure plan, illustrating its main policies and proposals, but which cannot be on an Ordnance Survey base map.

## **KNOWLEDGE BASED INDUSTRIES**

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Those industries which are relatively intensive in their inputs of technology and human capital (OECD, 1999) including aerospace, chemicals/biotechnology, ICT equipment and services, consumer electronics and the environment industry.

## **LOCAL AGENDA 21**

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This is a process whereby local authorities, key organisations and the community determine and agree how best to achieve a sustainable community. It has its origins in Agenda 21, a global action plan for sustainable development agreed at the 1992 Earth Summit.

## **LANDFILL**

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The disposal of waste material by tipping into voids (holes in the ground): may be used to landscape or reclaim excavated or despoiled land.

## **LISTED BUILDING**

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A building of architectural or historical interest as set out in the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997. Graded A, B, C(s) to reflect their relative importance.

## **LOCAL BIODIVERSITY ACTION PLAN**

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A plan that identifies species and habitats which are important, threatened or rare in a given local area, produced in the context of the UK Government's Biodiversity – the UK Action Plan which seeks to conserve and enhance wild species and wildlife habitats over the next 20 years.

## **LOCAL NATURE RESERVES**

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Area of nature conservation interest with value for education and informal enjoyment designated by a local authority under the National Parks and Access to the Countryside Act (1949) as amended.

## **LOCAL PLAN**

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That part of the development plan concerned with local policies/proposals.

## **LOCAL TRANSPORT STRATEGY**

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Document prepared by a Council setting out its transport strategy and an implementation programme.

## **LOWLAND CROFTING**

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Housing in a rural setting, usually with small amount of land attached, possibly for crop growing /animal rearing.

## **MAJOR ISSUES REPORT**

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Consultation document published in August 2000 as the first stage towards the preparation of the Edinburgh and the Lothians Structure Plan.

## **MAJOR OFFICE DEVELOPMENT**

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Proposals for office development exceeding 1,000 sq m gross floorspace, and those proposals of less than 1,000 sq m, which could be linked to existing or proposed developments on adjacent sites, thereby creating combined developments which in total exceed 1,000 sq m.

## **MAJOR SHOPPING CENTRES**

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Shopping centres of strategic importance that do not meet the criteria for definition as town centres. These are listed in Schedule 6.2.

## **MASTERPLAN**

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A comprehensive phased land use plan, incorporating layout, design, landscaping, access and all other planning arrangements, with an implementation programme

## **MATERIAL CONSIDERATION**

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Any consideration relevant to the use and development of land taken into account when determining a planning application.

## **MINERAL STERILISATION**

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Where mineral working becomes difficult or impossible due to the development of land above ground level.

## **MODAL SHARE**

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The division of use between all the modes of transport either within a given area or for a given purpose, for example journeys to work.

## **NATIONAL PLANNING POLICY GUIDELINES (NPPGs)**

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Documents produced by the Scottish Executive Development Department that provide statements of Government policy on nationally important land use issues and other planning matters, supported where appropriate by a locational framework. They should be taken into account by local planning authorities in the preparation of development plans and development control. SPPs (q.v.) will eventually supersede NPPGs.

## **NEW SETTLEMENT**

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New settlements can extend in scale from small villages to larger settlements. They can be completely new freestanding communities or major expansions of settlements, sharing some of the social, community and education services with them. Developments to meet the needs of this structure plan are likely to be in a size range from a minimum to support a primary school, to a maximum supporting a secondary school. Developers would be expected to provide the necessary infrastructure and facilities.

## **NATURA 2000**

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Sites selected by the European Commission for designation as Special Areas of Conservation (SACs) under the Habitats Directive or classified as Special Protection Areas (SPAs) under the Wild Birds Directive are referred to collectively in the Regulations as European sites. The network of sites across the European Community is known as Natura 2000.

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**OPEN SPACE**

This relates to “greenspace”, consisting of any vegetated land or structure, water or geological feature in an urban area and “civic space” consisting of urban squares, market places and other paved or hard landscape areas with a civic function. Some spaces may combine green and civic space elements and can be in either public or private ownership.

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**OPENCAST COAL**

Where coal is extracted, as in quarrying, at or near the surface as opposed to underground coal mining which takes place beneath the surface by means of shafts and tunnels.

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**ORBITAL RAPID TRANSIT**

A public transport system, with segregation from, and/or priority over, other traffic, linking locations at or near the outer edge of Edinburgh, e.g. South Gyle, Fairmilehead, South-East Wedge, etc. Likely to be bus-based.

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**OVER-DEVELOPMENT**

Development that is out of scale or character for its location.

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**PARK-AND-RIDE**

Public car parks adjacent to public transport facilities that encourage people to terminate their journeys by private car and continue travelling into the City by public transport. This discourages the use of private cars in the urban area which reduces congestion and pollution.

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**PEATLAND**

As in ‘The Scottish Blanket Bog Inventory’(British Geological Survey, MLURI and Peatland Group, SNH) and ‘The Inventory of Lowland Raised Bogs in Great Britain (Scotland)’(Peatland Group, SNH) should be included in this definition.

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**PENICUIK RAIL LINE**

Proposed rail link to Penicuik along former rail alignment.

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**PENTLAND HILLS REGIONAL PARK**

Regional park covering part of the Pentland Hills which is subject to special planning controls. The area is currently controlled by a subject local plan that will in due course be replaced by the new generation of local plans.

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**PLANNING ADVICE NOTES (PAN)**

A document produced by the Scottish Executive providing advice on good planning practice and other relevant information.

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**PLANNING CONDITIONS**

Conditions attached to a planning consent that are enforced through planning legislation.

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**PLAN PERIOD**

The plan period for this structure plan is from 1 April 2001 to 31 March 2015.

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**PLAN REQUIREMENT**

The requirement for new housing land set out in this structure plan is a figure arrived at by considering demographic need, demand and a range of other factors before deducting all potential sources of land, including the effective housing land supply.

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**PRIME AGRICULTURAL LAND**

Classes 1,2 and 3.1 of the Macaulay Soil Survey of Scotland.

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**PUBLIC-PRIVATE PARTNERSHIP (PPP)**

Joint working/funding arrangement involving public and private bodies.

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**RAMSAR SITE**

Wetland of international importance, usually because of its value to migratory birds. Designated under the Convention on Wetlands of International Importance held in Ramsar, Iran in 1971.

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**RECYCLING**

The reuse of waste material, including domestic and industrial wastes, for the generation of energy, for the development of new products, or in construction.

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**REGIONAL SHOPPING CENTRE**

A major shopping centre with a very wide range of comparison outlets, serving a wide range of local authority areas. In Lothian, Edinburgh City Centre is the only regional centre.

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**REGIONALLY IMPORTANT GEOLOGICAL/  
GEOMORPHOLOGICAL SITES (RIGS)**

A network of earth science conservation sites of importance at a regional level. They are chosen on the basis of their educational, research, historical and aesthetic importance and can include features such as upland outcrops, coastal cliffs and river systems.

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**RENEWABLE ENERGY**

Energy flows which occur naturally and repeatedly in the environment from the sun, wind, oceans, fall of water or from within the earth. Combustible or digestible industrial, agricultural and domestic waste materials are also regarded as renewable energy resources.

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**RETAIL PARK**

A single development of at least three retail warehouses with associated car parking.

*Source: NPPG 8 Town Centres and Retailing*

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**RETAIL WAREHOUSE**

A large single-level store specialising in the sale of household goods such as carpets, furniture and electrical goods, and bulky DIY items, catering mainly for car-borne customers and often in out-of-centre locations.

*Source: NPPG 8 Town Centres and Retailing*

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**SAFER ROUTES TO SCHOOL**

An initiative to encourage greater walking, cycling and use of public transport for journeys to/from school by pupils and staff, thus reducing car dependency. Usually involves awareness raising and often tuition (e.g. cycle training) as well as traffic management to improve safety and sometimes provision of new routes.

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**SCHEDULED ANCIENT MONUMENTS**

Section 1 of the Ancient Monuments and Archaeological Areas Act, 1979 requires the Secretary of State for Scotland to maintain a schedule of monuments of national importance and to publish from time to time a list of such monuments (referred to as Scheduled Monuments). This responsibility passed to Scottish Ministers on 1 July 1999.

## **SCOTTISH ENVIRONMENTAL PROTECTION AGENCY (SEPA)**

The Scottish Environment Protection Agency (SEPA) is the statutory body established under the Environment Act 1995 responsible for environmental protection in Scotland.

## **SCOTTISH NATURAL HERITAGE (SNH)**

The statutory body established by the Natural Heritage (Scotland) Act 1991 with the aim of securing the conservation and enhancement of Scotland's natural heritage.

## **SCOTTISH PLANNING POLICIES (SPPs)**

Documents produced by the Scottish Executive Development Department that provide statements of Government policy on nationally important land use and other planning matters, supported where appropriate by a locational framework. These should be taken into account by local planning authorities in the preparation of development plans and development control. SPPs will eventually supersede NPPGs.

## **SESTRAN**

Strategic transport body for South East Scotland made up of the following Councils: City of Edinburgh, Midlothian, East Lothian, West Lothian, Falkirk, Stirling, Clackmannan, Fife and the Scottish Borders.

## **SITE OF SPECIAL SCIENTIFIC INTEREST (SSSI)**

Areas of land or water that are of special interest by reason of their flora, fauna or geological or physiographical features. Designated by SNH under the provisions of the Wildlife and Countryside Act 1981 and in accordance with specific guidelines to protect the special interest of the site from damage or deterioration.

## **SOUTH-EAST WEDGE**

The South-East Wedge refers to the open area to the south of the existing built-up areas of Craigmillar and Niddrie, east of Little France, and north and east of Danderhall. It includes parts of the City of Edinburgh and Midlothian Council areas.

## **SPECIAL AREA OF CONSERVATION (SAC)**

An area of international importance for rare, endangered or vulnerable habitats and species of plants or animals (other than birds). Proposed developments must be considered against the risk to the ecological integrity of the site under the terms of EU Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Flora and Fauna (commonly known as the Habitats Directive).

## **SPECIAL PROTECTION AREA (SPA)**

An area of international importance for rare, threatened or migratory species of birds. Proposed developments must be considered against the risk to the ecological integrity of the site under the terms of EU Directive 79/409/EEC on the Conservation of Wild Birds (commonly known as the Birds Directive).

## **STRATEGIC RAIL AUTHORITY**

National government body set up under the Transport Act 2000, with responsibility for promoting use of the rail network, securing its development, and contributing to the development of an integrated transport system.

## **STRATEGIC ROAD NETWORK**

Trunk roads and other important main roads of regional significance.

## **SUB-REGIONAL TOWN CENTRE**

A type of strategic town centre, serving a substantial part of the city-region, and with a wide range of convenience and comparison outlets together with supporting services. In Edinburgh and the Lothians, only Almondvale, Livingston is so designated.

## **SUSTAINABLE DEVELOPMENT**

Development to meet the needs of the present without compromising the ability of future generations to meet their own needs.

## **SUSTAINABLE URBAN DRAINAGE (SUDS)**

Sustainable drainage systems use techniques to control surface water run-off as close to its origin as possible, before it enters a watercourse. This involves moving away from traditional piped drainage systems to engineering solutions that mimic natural drainage processes such as porous pavements.

## **TOWN CENTRE**

A centre that provides a broad range of facilities and services and which fulfils a function as a focus for both the community and public transport. It excludes retail parks, neighbourhood centres and small parades of shops of purely local significance. The town centres are listed in Schedule 6.1.

*Source: NPPG 8 Town Centres and Retailing*

## **TRAM**

Primarily a form of urban rail using both segregated and on street alignments (also known as "Light Rail").

## **TRAVEL PLAN**

Tool for an organisation to manage its transport needs to minimise environmental impact, maximise efficiency and benefit employee health. It is site based, reflecting the different needs and problems of different locations. The principal objective of a plan is typically to minimise car use associated with a development.

## **UNDEVELOPED COAST**

Includes agricultural and forestry land, low intensity recreational uses and smaller settlements which depend on the coast for their livelihood. Extensive sections of the undeveloped coast are protected by national and international natural heritage designations and contain important cultural heritage resources.

*Source: NPPG13 Coastal Planning*

## **UNSCHEDULED ARCHAEOLOGICAL SITE**

An unscheduled archaeological site, building or feature of local and/or regional importance included on the Sites and Monuments Record maintained by each local authority.

## **URBAN AREA**

The built-up area, that area defined as being within the settlement envelope as identified in the relevant local plan.

## **URBAN CAPACITY STUDY**

An assessment of the potential for further housing development within settlement boundaries, particularly on previously developed land and through conversions of existing buildings.

*Source: SPP3: Planning for Housing*

# LIST OF ABBREVIATIONS

## VITALITY AND VIABILITY (OF TOWN CENTRES)

Vitality is a reflection of how busy a centre is at different times and in different parts. Viability is a measure of its capacity to attract ongoing investment, for maintenance, improvement and adaptation to changing needs.

Source: NPPG8 Town Centres and Retailing

## WASTE/WASTE MANAGEMENT

Includes any substance that constitutes a scrap material or an effluent or other unwanted surplus substance arising from the application of any process; and any substance or article that requires to be disposed of as being broken, worn out, contaminated or otherwise spoiled (but does not include explosives).

## WATER SUPPLY CATCHMENT AREAS

Major sources of water for Edinburgh and the Lothians.

## WAVERLEY RAIL LINE

Proposal to re-establish former rail line from Edinburgh to Gorebridge with possible extension to Galashiels and beyond.

## WAVERLEY VALLEY

Development area in east central Edinburgh identified for mixed uses.

## WEST EDINBURGH

The A8 Corridor linking Newbridge with Edinburgh Park, including Edinburgh Airport, the Royal Highland Showground and the site of the former Gogarburn Hospital.

## WILDLIFE SITES

Site of significance for local wildlife identified by planning authorities and local nature conservation organisations. Usually secures appropriate conservation management.

## WINDFALL SITES

These are sites which are not identified through the forward planning processes but become available for various ad hoc reasons. They do not form part of the established housing land supply at the base date of the plan, but once they have been identified and agreed as suitable for housing development they will come into the established supply at the next housing land audit.

## WORLD HERITAGE SITE

Designation afforded to Central Edinburgh in 1995 by the World Heritage Committee of UNESCO in recognition of the juxtaposition of the medieval Old Town and the neo-classical New Town.

<b>AGLV</b>	Area of Great Landscape Value
<b>CDA</b>	Core Development Area
<b>EICC</b>	Edinburgh International Conference Centre
<b>EIP</b>	Examination in Public
<b>ELSPJLC</b>	Edinburgh and the Lothians Structure Plan Joint Liaison Committee
<b>EU</b>	European Union
<b>ICT</b>	Information and Communications Technology
<b>LRT</b>	Light Rapid Transit
<b>LTS</b>	Local Transport Strategy
<b>MLURI</b>	Macaulay Land Use Research Institute
<b>NHS</b>	National Health Service
<b>NPPG</b>	National Planning Policy Guideline
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PAN</b>	Planning Advice Note
<b>PLI</b>	Public Local Inquiry
<b>PPP</b>	Public-Private Partnership
<b>RIGS</b>	Regionally Important Geological/ Geomorphological Site
<b>RTS</b>	Regional Transport Strategy
<b>SAC</b>	Special Area of Conservation
<b>SEPA</b>	Scottish Environmental Protection Agency
<b>SESTRAN</b>	South East Scotland Transport Partnership
<b>SNH</b>	Scottish Natural Heritage
<b>SPA</b>	Special Protection Area
<b>SPP</b>	Scottish Planning Policy
<b>sq m</b>	Square metres
<b>SSSI</b>	Site of Special Scientific Interest
<b>SUDS</b>	Sustainable Urban Drainage Systems
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation

*green belt economy land supply transport jobs housing*



*east lothian edinburgh midlothian west lothian*