

9 Policy Links

9.1 Land Use Planning and Development Control

ISSUES

- 9.1.1 The distribution of housing and of employment, shopping and leisure opportunities across the city and surrounding areas fundamentally influences travel patterns. The planning system can affect this distribution by controlling the redevelopment or change of use of existing land or buildings, or by guiding the location and form of new development. The effect of such changes on travel patterns is incremental, but significant in the medium to longer term. The City’s transport and planning policies, therefore, must be consistent with each other.
- 9.1.2 Planning plays a key role in an integrated transport and land use strategy at two main levels:
- **The Development Plan**, consisting of Structure and Local Plans, sets the policy context for planning decisions; and
 - **The Development Control process** assesses and takes decisions on specific planning applications.

Development Plan

- 9.1.3 In Edinburgh, the statutory development plan comprises a Structure Plan and five Local Plans. These Local Plans are programmed to be replaced by just two, one covering the main built-up area of the city, the other its rural western area. This Local Transport Strategy has been prepared in the context of the recently finalised Structure Plan and the most up to date relevant Local Plans. In turn, the objectives, policies and programmes of this Local Transport Strategy will influence future development plans.



Omni Centre development on Leith Street

- 9.1.4 The Structure Plan’s approach to transport focuses on reducing trip lengths and the need to travel, especially by private car; and encouraging the increased use of public transport. The Structure Plan aims to protect Edinburgh city centre and town centres from developments likely to damage their vitality and viability. It does this by directing development to some fifteen core development areas (four within Edinburgh) which are already, or which have the ability to be, well served by walking, cycling and public transport. It also identifies and requires local plans to safeguard opportunities for the provision of the new transport infrastructure that is required to support these core development areas.
- 9.1.5 The Council’s Local Plans set out more detailed site specific policies and proposals. They include parking provision, access for disadvantaged groups and the transport impact of new developments. Local Plans safeguard land for transport proposals, such as stations, road construction, footpaths and Park & Ride sites. They also identify development opportunities, and encourage mixed use developments in appropriate locations; and set the context for seeking developer contributions for transport infrastructure.

Development Control

- 9.1.6 Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that planning decisions be made in accordance with the Development Plan unless material considerations indicate otherwise. Guidance contained in NPPG17 Transport and Planning (April 1999) and PAN 57 Transport and Planning (April 1999) are regarded as material considerations.
- 9.1.7 The policy framework referred to in NPPG17 requires developers to produce a Transport Assessment for significant travel generating developments. The transport assessment may form the basis for refusing planning permission or imposing conditions or negotiating agreements designed to ensure that development occurs in such a way as to fulfil these policy requirements. Further good practice advice on this issue is provided in PAN57 and in the Scottish Executive’s Guide to Transport Assessment in Scotland, which was published as a consultation paper in January 2003.
- 9.1.8 While transport assessments can be of considerable assistance in assessing and dealing with the transport impacts of new developments, it can be hard to identify and provide any off-site infrastructure or services required of the development and to ensure sustainable transport provision including integrated walking and cycling networks because:
 - new development is usually incremental, with several individual developments taking place in an area over a period of years; and
 - transport to a new development adds only one more layer to already complex movement patterns. Though additional demands are created, they are hard to identify, and in particular to identify specific infrastructure or services related to particular developments.
- 9.1.9 This means that some method of fairly attributing the transport impacts of new development to individual developments is required. The Council will seek to develop such methods in light of the outcome of the Scottish Executive consultation exercise on Transport Assessments.
- 9.1.10 Travel Plans (called Green Transport Plans in some guidance) seek to manage travel habits at the workplace level. NPPG 17 ‘Transport and Planning’ indicates that Green Transport Plans associated with a planning permission may be a suitable subject for a planning agreement negotiated with the developer in order that they may be adequately implemented and enforced.
- 9.1.11 The Council’s Development Quality Handbook is a non-statutory supplement to the Development Plan in guiding Planning Decisions. The Handbook includes supplementary planning guidance on a range of transport matters, such as parking standards for new developments in the City of Edinburgh.



Bank of Scotland offices on Lothian Road

Major development areas

- 9.1.12 Major new development is now underway both along Edinburgh’s Waterfront and in the ‘South East Wedge’ and is continuing in west Edinburgh (Gyle and Edinburgh Park

area) which has in recent years seen major new office developments.

- 9.1.13 In each of these areas significant transport investment will be required, both in order to enable the new development to be accommodated without causing unacceptable additional congestion, and to ensure that they can be accessed by a choice of transport modes from an acceptably wide catchment area. Development, including that at Edinburgh Airport, will be expected to contribute fairly and fully to its transport impacts and to ensuring that Scottish and local transport objectives and targets can be achieved.

North Edinburgh

- 9.1.14 Improving access is seen as important in securing the success of the North Edinburgh regeneration project. A new local access road from Crewe Toll into the Granton development area, bypassing residential roads, is in place. A package of bus-based public transport improvements to this and the other two areas is programmed to be implemented by 2006 as part of the ‘Access to Growth Areas’ package (see Chapter 6.3). By 2009 it is expected that the North Edinburgh Tram (Line 1) will provide a step change in accessibility, particularly to the Granton area. High quality cycle and pedestrian infrastructure is also essential to ensuring high levels of accessibility to this area.

South East Wedge

- 9.1.15 The South East Wedge was chosen for major development because of its close proximity to the existing housing and jobs of Edinburgh, thereby minimising the additional travel that will be generated by its new developments. Nonetheless the development requires further improvements to transport services and infrastructure. Enhancements to walking, cycling and particularly bus service access to the Royal Infirmary of Edinburgh site have been developed and delivered in partnership with the NHS Trust and Edinburgh University, and with the active co-operation of Lothian Buses. Further improvements will be delivered through the ‘access to growth areas’ package. But still more will be needed to deal with the transport impacts of the remaining components of the South East Wedge development. In particular improved orbital bus services are likely to be necessary, whilst the South East Tram (Line 3) will, under the Preferred Strategy, deliver a significant improvement in accessibility in the medium to long term.

Urban West Edinburgh

- 9.1.16 In recent years West Edinburgh has seen substantial growth, particularly in office development. There is still scope here for considerable further development, in Edinburgh Park and adjacent urban areas (e.g. South Gyle/Sighthill). Furthermore if, as seems likely, air traffic continues to grow rapidly, Edinburgh Airport will become an even more important generator of surface travel than it is already. The West Edinburgh Planning Framework supports the development of existing key uses but does not support Greenfield development before 2020. After 2020 such development remains a possibility subject to a range of criteria which transport investment needs to take into account.
- 9.1.17 The Edinburgh Park/Gyle area is now fairly well served by radial local bus services. Orbital services require further strengthening. This will be assisted by the Access to Growth Areas package, as will cycle and pedestrian access to the area. Edinburgh Park station opened in December 2003, radically improving rail accessibility to the area. The West Edinburgh Busway System (WEBS) is due for completion during 2004, significantly improving the speed and reliability of radial bus services. By 2010 two

very major public transport improvements, the West Edinburgh Tram (Line 2) and the Edinburgh Airport Rail Link, are programmed to be in place and serving this part of the city.

ACCESSIBILITY

9.1.18 Measures of accessibility and the use of such measures to guide locational policy and decision making is potentially a powerful tool in ensuring land use and transport policy integration. For example, by using readily available data they provide the means of assessing how potential policies and decisions will influence the ability of particular groups to access key facilities. Some examples include:

- access by elderly people without access to a car to hospital outpatient department; and
- access to jobs for unemployed young people.

9.1.19 The Council has already used such measures in assessing potential development locations for the South East Edinburgh Local Plan. They also have great potential in assessing transport policy options, for example in considering the optimal allocation of supported bus service spending (see Chapter 6.3). It is now proposed to further develop measures and to use them in the development of the proposed Edinburgh City Local Plan.

SOCIAL INCLUSION AUDIT

9.1.20 Integration between transport policy and land use policy is absolutely fundamental to ensuring social inclusion across the board in relation to new developments. It is primarily through the planning process that action can be taken to ensure new developments are accessible by all modes of transport and the importance of this policy integration in promoting social inclusion cannot be over estimated.

POLICIES

LUP1 To achieve the close integration of transport and land use by ensuring that planning policies reflect the aims and objectives of the LTS and vice versa.

ACTION PLAN

Throughout the period of the Strategy, the Council will:

LUPP1 Once developed (see ‘Short Term’), use an index of sustainable transport accessibility to:

- inform the allocation of development sites for specific uses through the Local Plan process;
- assist in the consideration of significant planning applications; and
- assist in determining the scale and nature of developer contributions to improved transport infrastructure.

In the Short Term, the Council will:

LUPP2 Develop an index of accessibility throughout the city, based upon ease of accessibility by sustainable transport.

LUPP3 Review the scope and mechanisms for achieving developer contributions to sustainable transport infrastructure, and include the details in development plans and the next Local Transport Strategy, as appropriate.

LUPP4 Produce Supplementary Planning Guidance for developers on travel plans and related developer contributions.