# **Policy and Sustainability Committee**

## 10.00am, Tuesday, 1 November 2022

# Towards West Edinburgh 2050: A Spatial Strategy for Inclusive and Sustainable Growth

Executive/routine Executive Wards 1, 2, 3, 7

**Council Commitments** 

### 1. Recommendations

- 1.1 Policy and Sustainability Committee is asked to:
  - 1.1.1 Agree the draft West Edinburgh 2050 Strategy (Appendix 1) for the purposes of public consultation;
  - 1.1.2 Note that a report will be brought back detailing the outcome of the consultation, along with a finalised Strategy and delivery plan; and
  - 1.1.3 Refer the Strategy to the Planning Committee for information.

#### **Paul Lawrence**

**Executive Director of Place** 

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# Report

# Towards West Edinburgh 2050: A Spatial Strategy for Inclusive and Sustainable Growth

### 2. Executive Summary

- 2.1 This report provides the 'Towards West Edinburgh 2050: A Spatial Strategy for Inclusive and Sustainable Growth' (the Strategy) for consideration by Committee. It is the culmination of the outputs from phases 1 and 2 of the West Edinburgh consultancy work taken forward by Aecom, Rettie and Collective Architecture as commissioned by the Council, Scottish Government, Scottish Futures Trust and Scottish Enterprise. It identifies the key strengths of West Edinburgh as well as the challenges it faces and provides a vision of what the area could be by 2050.
- 2.2 The report sets out the process for consultation on this strategy and identifies early actions to support development activity associated with Place Policy 16 of the Proposed City Plan 2030, where the land is already allocated for development by the current Local Development Plan.

### 3. Background

3.1 A report providing the details of the initial West Edinburgh study findings (Phase 1 of the project) was provided on <u>6 October 2020</u>.

### 4. Main report

#### West Edinburgh – Overview

4.1 Proposals for the development of West Edinburgh were originally established in May 2008, when the Scottish Government published the West Edinburgh Planning Framework (WEPF) which identified the area as being of national importance in terms of economic development potential. In order to support these proposals, the West Edinburgh Transport Appraisal (WETA) was undertaken and published in February 2010. It set out a phased approach to how development in the area might progress, which informed transport demand and the package of infrastructure required. This work has been refreshed since then through an updated WETA and most recently the transport appraisal for City Plan 2030.

- 4.2 Work is now underway to establish priorities of the West Edinburgh Transport Improvement Programme (WETIP) that will be funded through the Edinburgh and South-East Scotland City Regional Deal.
- 4.3 Since the WEPF was first developed, the tram and the Edinburgh Gateway Station, which were identified as necessary improvements, have been delivered.

### **Towards West Edinburgh 2050**

- 4.4 Following the completion of Phase 1 of the project, Committee agreed to Phase 2 proceeding: the development of the strategy. The main report of the strategy 'Towards West Edinburgh 2050: A Spatial Strategy for Inclusive and Sustainable Growth' is provided in Appendix 1 with the supporting documents available as background papers.
- 4.5 The Strategy identifies the importance of West Edinburgh in the national, regional, and local context. Many significant institutions from an economic perspective, such as Heriot Watt University and Edinburgh Airport, are located in the area, and there is considerable strategic transport infrastructure already in place such as the tram, rail and road, reflecting the role the area performs as the gateway to the city. The area is also home to several communities, has some fantastic built and natural assets with the Union Canal being one of the most significant, and also large areas of farmland.
- 4.6 While there are many positives, the Strategy also identifies the challenges that West Edinburgh faces. There are communities that are affluent but also communities where poverty impacts upon citizen well-being and life prospects. The strategic transport infrastructure that is so important at a national and regional level can also exacerbate division at a local level and therefore more active travel solutions are required alongside continued investment in public transport. The area has also arguably seen piecemeal development over the last 30 years and, with the exception of housing development, development rates have generally been slow with previous development framework aspirations unrealised.
- 4.7 A vision for what West Edinburgh could look like in 2050 is embedded in the Strategy. It is to create a place over the next 30 years, which will include consolidation and improvements to existing settlements and communities, new mixed-use urban expansion, within the context of creating a high-quality sustainable environment that meets the needs of existing and future communities and reinforces Edinburgh as a world class city.
- 4.8 A spatial strategy is set out as a means of realising the vision for the area and key principles that should inform future decision making around development plans are proposed. The spatial strategy is built from a series of interconnecting strategies. It combines spatial planning recommendations along with wider interventions and delivery approaches. This offers the opportunity to enhance both social, economic and developmental benefits for the area around inclusive growth and low carbon whilst embracing flexibility and adaptation over time. The strategy embraces 'infrastructure first' principles, Central Scotland Green Network opportunities and

- promotes the net zero benefits of developing brownfield land whilst remaining flexible to respond to emerging markets and developing land use requirements.
- 4.9 Committee is not being asked to approve the Strategy as a land use plan for West Edinburgh as it will not have any statutory function in the determination of planning applications. The growth and development areas proposed are indicative and represent opportunities where sustainable and inclusive growth could be achieved in the future when the city needs to consider releasing further land for development purposes. This would be the subject of future statutory plan making processes, although it is expected that the Strategy can form the basis for future consultation in this regard.
- 4.10 The statutory plan will continue in the short term to be the 2016 Local Development Plan (LDP) before it is replaced by City Plan 2030 (approved by Planning Committee in September 2021 as the Proposed Plan) and it is the latter which will be used to direct development and against which planning applications will be considered. It has been prepared in parallel with the Strategy and, as a result, many of the principles identified in the Strategy are already embedded in the City Plan.
- 4.11 The proposed City Plan 2030 recognises that West Edinburgh is an important area for meeting the city's economic and housing needs. The approach taken focuses on land to the north of the A8 corridor and around the tram route, adjacent to major uses such as Edinburgh Airport, Royal Highland and Agricultural Society of Scotland and close to Edinburgh Park and the Gyle and Hermiston Gait Shopping Centres. This would see development on land previously allocated by the 2016 LDP for business led development but with now more of a focus on housing led mixed use development and 20 Minute Neighbourhood principles, whilst maintaining potential for as yet unrealised business and commercial uses. This would be a forerunner for potential new city districts as indicated by the Strategy, though this would only come about in the context of development needs and future City Plan processes.
- 4.12 Existing urban areas such as Wester Hailes are not specifically identified in City Plan 2030 but are important in terms of inclusive growth and this is recognised by the Strategy. Work is already underway to follow up on the Local Place Plan work taken forward by the community following the allocation of Place Based Investment Programme money last year.
- 4.12 Draft National Planning Framework 4 proposes removing the existing national development status of land at West Edinburgh and recognises the potential for the area:
  - A strategy for West Edinburgh is emerging which guides a wide range of uses to create a sustainable extension to the city, with added benefit from associated improvements to the quality of place of existing communities.
- 4.13 The Scottish Government is a stakeholder in the development of the Strategy and work will continue with the Government to ensure an alignment of shorter and longer term planning for the area to ensure the potential benefits for the city, for

- existing communities in the west and for future residents are achieved, again in the context of future development needs.
- 4.14 The Strategy will hopefully play a key role in supporting the preparation of further development plans and informing decisions on project delivery for many years.
- 4.15 A public consultation exercise will now be undertaken in line with the <u>Council's Consultation Policy</u>. The outcome of this exercise will be reported back to Committee along with a finalised strategy document.

### **Making it Happen**

- 4.16 The strategy includes a 'Making it Happen' section which identifies key dependencies which the successful delivery of the strategy relies upon. The two key areas of focus identified are 'Providing Leadership and Clarity' and 'Taking a People-Focused Approach'. In addition, collaboration, investment and an inclusive approach to skills, culture and learning are also seen as vital components for delivery. This more holistic strategy approach for West Edinburgh sets it apart from previous strategies which have struggled to achieve their goals. Putting these recommendations into action and establishing the right partnerships for delivery will be the key to success.
- 4.17 The commissioning partners; the Council, Scottish Government, Scottish Futures Trust and Scottish Enterprise, along with Transport Scotland and Skills Development Scotland, remain committed to continuing to work together to support delivery of the strategy in the longer term. Initially, this will involve supporting the consultation process and overall strategy development, but it is expected that this group will continue to perform a co-ordinating role as subsequent initiatives and projects are delivered.
- 4.18 While the Strategy will be the subject of consultation, there are already a number of areas where delivery is now happening, and where there is a clear role for Council involvement.
- 4.19 There are two new key areas of activity emerging at Wester Hailes and in the International Business Gateway (IBG) area and it is important that governance arrangements are established and clear as the master planning stages are implemented. Internal resources have been mobilised to reflect these priorities and the arrangements for the All Party Oversight Group will be reviewed following approval of the Council's Political Management Arrangements.
- 4.20 There is a need for funding to support master planning activity and the City Strategic Investment Fund (CSIF) allocation for West Edinburgh is now being drawn down to allow this work to proceed. This will focus on Place Policy 16 of the proposed City Plan 2030 and developing in more detail the proposals for that area.

### 5. Next Steps

5.1 The next steps in taking forward this work are as is set out above. Committee will receive a further report on the outcomes of the public consultation together with any further project proposals emerging from this work.

### 6. Financial impact

- 6.1 The financial impact arising from the consultation exercise will be met from within approved budgets.
- 6.2 The financial impact arising from the proposed master planning work at Wester Hailes and West Edinburgh can also be met from existing budget allocations, including the CSIF.

### 7. Stakeholder/Community Impact

- 7.1 Consultation has been carried out with external partners in designing the scope and brief for the West Edinburgh study. It has also formed a part of the Phase 1 study work and the development of the strategy itself although this has currently been limited to key stakeholders. It is not proposed to give the document any formal status at this stage, other than as set out above, although it is proposed that public consultation will now take place.
- 7.2 The Strategy has been developed alongside the development of the next LDP City Plan 2030. The Proposed Plan was presented and approved by the Planning Committee in September 2021. This is the statutory plan that will influence planning decisions and it has been the subject of extensive consultation and will now move through the statutory processes.
- 7.3 An Integrated Impact Assessment (IAA) will be undertaken by officers and will be revisited following public consultation. The final IAA will be prepared alongside the final version of the Strategy.

### 8. Background reading/external references

- 8.1 Edinburgh Local Development Plan.
- 8.2 West Edinburgh Transport Appraisal (WETA).
- 8.3 Edinburgh Local Development Plan Action Programme.
- 8.4 Choices for City Plan 2030 Consultation Key Findings and Next Steps Planning Committee <u>12 August 2020</u>.
- 8.5 City Plan 2030 Proposed Plan.
- 8.6 Towards West Edinburgh 2050: A Spatial Strategy for Inclusive and Sustainable Growth Phase 1 Report.

8.7 Towards West Edinburgh 2050: A Spatial Strategy for Inclusive and Sustainable Growth – Background Documents (available upon request).

### 9. Appendices

9.1 Appendix 1 – Towards West Edinburgh 2050: A Spatial Strategy for Inclusive and Sustainable Growth – Main Report.











## **Contents**

Introduction

01	West Edinburgh Now	p2
	West Edinburgh in the City	р3
	West Edinburgh 2021	p4
	What is Inclusive Growth?	p5
	Barriers to Inclusive Growth	р6
	Spatial Barriers	р7
	Spatial Opportunities	p8
	Already on the Ground	p9
02	Vision and Spatial Strategy	p11
	Vision	p12
	Spatial Strategy	p13
	Interconnecting Strategies	p15
	- Environment and Climate Change	'
	- Economic Growth	
	- Connectivity	
	- Resilient and Sustainable Places	
	- Tackling Inequality Learning from Elsewhere	p21
	Learning nom Lisewhere	ρΖΙ
03	Making it Happen	p22
	Dependencies	p23
	Timeline	p27
	Next Steps, Monitoring and Review	p28
	Photo credits	p29
	Supporting Documents	
	1. Socio-Economic Update and Case Study Analysis	
	2. Summary of Phase 1 of Study	
	3. Stakeholder Consultation Report	
	4. Background Context Mapping	
	5. 20 Minute Neighbourhood Mapping	
	6. Transport Baseline Mapping	
	7. Case Studies	

р1

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COLLECTIVE ARCHITECTURE



Project Partners:





SCOTTISH FUTURES TRUST



October 2022

# Introduction

The West Edinburgh Spatial Strategy 2050 sets out a Vision for its future and the steps required to maximise its potential. This offers an exciting opportunity to deliver the benefits of inclusive economic growth in the South East of Scotland and beyond, building upon the strength of Edinburgh and the surrounding regions to balance increased prosperity with greater social equity for all.

This Strategy will be used to assist with the preparation of future policy and delivery plans for physical development, investment and infrastructure projects in the area, most notably City Plan 2030 and beyond to 2050. This Strategy is just the start of the process which will require collaboration, engagement and further consultation. Rather than a detailed plan at this stage, it is a starting point for dialogue, discussion and delivery.

West Edinburgh today is an area that is hugely important at a national, regional and local level. It is an area with many great assets but it is also an area with competing demands where more recent development and investment has been piecemeal in nature. The Strategy and Vision for West Edinburgh recognises that action and intervention is required across a range of scales and phases, linked to socio-economic research and analysis, and across Local, City, Regional and National scales from 2021, to 2030 onto 2050.

The overarching aim of this Strategy to identify how we can make West Edinburgh happen, through a better understanding of constraints and considerations, a better knowledge of the people and place, and future actions to maximise inclusive and sustainable growth. This is based on sound evidence of the physical, environmental and social issues and continued collaboration and engagement.

Lets make it happen.



# 01

# West Edinburgh Now

'To meet our objectives, the future growth of our city must meet our ambitions to be a climate ready city where new homes are built to the highest emissions quality standards in resilient, connected neighbourhoods, in the right locations, with the right infrastructure. We need to support our businesses and promote an inclusive well-being economy.'

The City of Edinburgh Council Proposed City Plan 2030 September 2021

# West Edinburgh in the City

West Edinburgh has been (even before COVID-19) and will continue to be an area of transition and change. This study recognises the significant opportunity that exists to develop its potential through a co-ordinated approach and to help shape the identity of West Edinburgh as a place to live, work, learn and enjoy.

Edinburgh is one of the most economically productive parts of the UK – ranking ninth out of all ONS NUTS3 localities (NUTS3 is a Sub-Regional classification for producing economic information for analysis).

Over the past 20 years, the Edinburgh economy has been outperforming national benchmarks thanks to growing sectors such as Financial & Business Services, where relatively strong growth going forward is expected.

Much of West Edinburgh has benefited from this growth (particularly the north-west and south-west) but there are clear disparities, with areas experiencing significantly lower earnings.

Along the corridor linking the City Centre to the South West (Calder Road), there is a clear concentration of lower earning households. These areas are also the areas with higher levels of deprivation across a range of other indicators.

There is a real opportunity within West Edinburgh to maximise opportunities for development and placemaking by taking a different approach to before with an emphasis on place-making. Through evidence gathering and research and consultation, the process has started and there is a long term commitment from the partnership offering strong leadership; a collaborative all-inclusive approach through continued engagement with landowners, the communities and stakeholders to driving forward the recommendations and opening that dialogue to listen and learn. It is understood that everyone needs to play a part to ensure nobody is left behind in Edinburgh's future and its opportunities and this work is intended to continue.

Health outcomes relate to deprivation, with relatively deprived parts of West Edinburgh having poor health outcomes, including much higher rates of early death. There is also a clear link between education outcomes and deprivation, with relatively deprived areas in the west of the city also having lower concentrations of people with qualifications.

The population of West Edinburgh's overall built envirionment is approximately 260,000 people, which accounts for around 50% of the city's total population.

Within West Edinburgh, there are areas that are ranked within the 5% most deprived areas in Scotland, including The Calders and Wester Hailes.

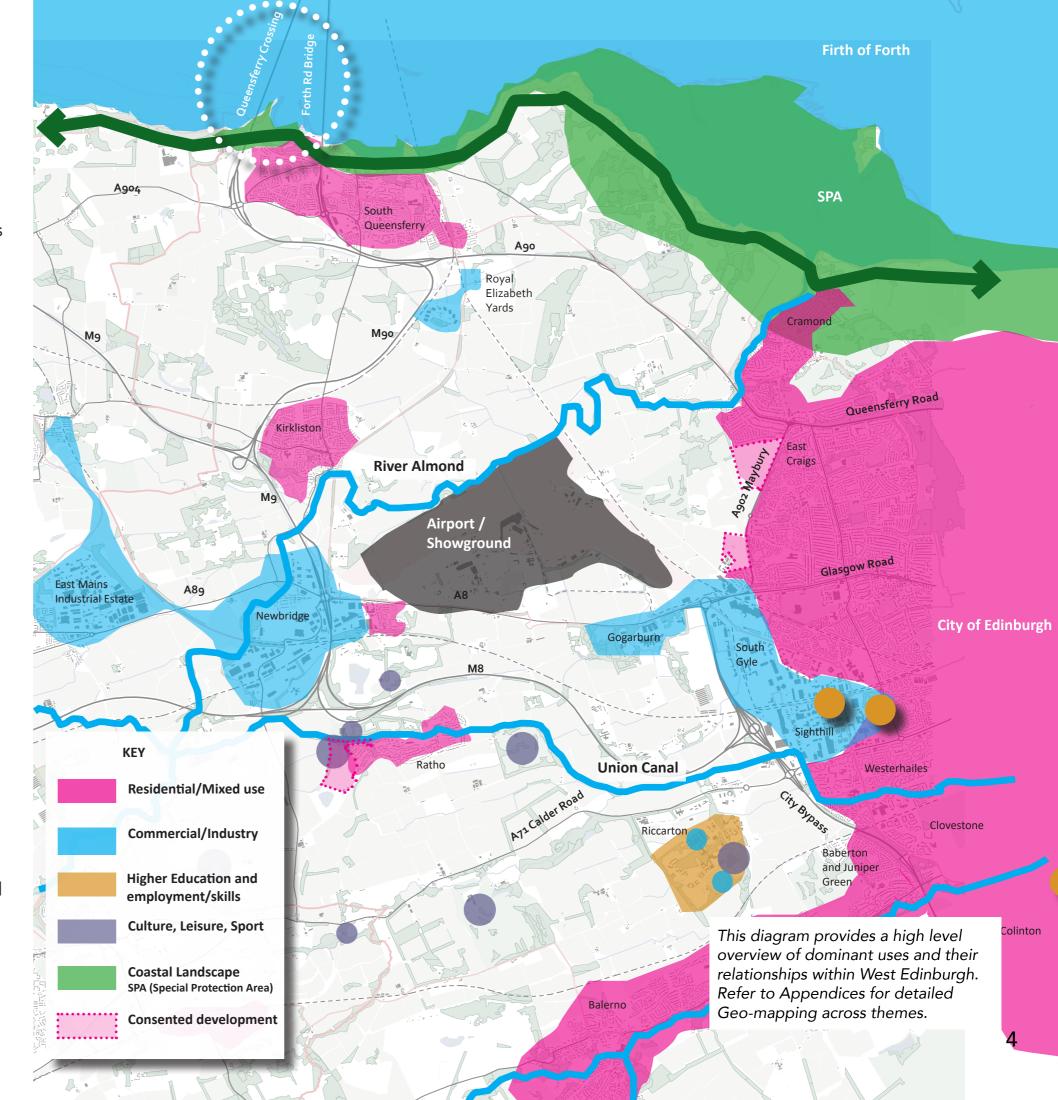
Within West Edinburgh, there are also areas with very low deprivation including Cramond, Barnton and Corstorphine, as well as Currie and Balerno.

# West Edinburgh 2022

West Edinburgh does not have one specific town centre, nor can it be defined by a singular, encompassing identity. Instead it has a number of disparate centres and smaller settlements within the landscape. This is in contrast to the urban area which is defined by many neighbourhoods which connect and overlap each other.

Some of the centres within West Edinburgh are characterised by housing, while others are mostly industrial, commercial or educational. West Edinburgh is bounded by the City to the East, The Firth of Forth to the North with extensive greenspace (farmland/woodland), small pockets of settlements, industry/commerce and leisure within. Its key defining features are:

- Firth of Forth (a Special Protection Area), Bridges and Coastal Route form key landscape (of international recognition) to the north of West Edinburgh
- The City's urban edge is clearly defined by City Bypass (A720) and Maybury Road (A902) with only small pockets of settlement outwith.
- Three key waterways (River Almond, Union Canal and Water of Leith) cross east-west. The Union Canal is a nationally important scheduled monument.
- The majority of the study area is characterised by farmland punctuated by significant road and rail infrastructure.
- Commercial, industrial and aviation 'spine' through centre of study area running east-west from Sighthill to East Mains.
- Necklace of small settlements along Water of Leith to the South from Baberton to Balerno.
- Collection of leisure, sport and cultural activities around Union Canal, Ratho and Calder Road.



## What is Inclusive Growth?

The notion of inclusive growth first appeared in Scottish policy in the Government's 2015 Economic Strategy and since that time the definition and purpose has varied and evolved.

The Scottish Government's latest definition is 'Growth that combines increased prosperity with greater equity: that creates opportunities for all and distributes the dividend of increased prosperity fairly"...and provides an overarching standard from which to approach the challenges of delivering inclusive growth.

The assessment of inclusive growth is further defined by the Scottish Government's 5Ps (Productivity, Population, Participation, People and Place) Outcomes Framework, which all have an influence on delivering sustainable outcomes. The 5Ps shape the fundamental basis of this Spatial Strategy for Inclusive and Sustainable Growth.

This West Edinburgh study also identified key barriers to inclusive growth and seeks to address these via a series of interconnecting strategies to reinforce placemaking.

'Growth that combines increased prosperity with greater equity: that creates opportunities for all and distributes the dividend of increased prosperity fairly.'

Inclusive Growth Definition Scottish Government 2020

'Inclusive Growth is the strategic and cohesive COORDINATION of existing and future assets in West Edinburgh which balances growth in prosperity with social equity and sustainability, CONNECTING opportunities and creating a PLACE which provides CHOICE and promotes DIVERSITY for local, regional and wider communities.'

West Edinburgh Spatial Strategy Project Team March 2021

'....ensure that the city's economic priorities continue to meet the needs of citizens and businesses and drive a strong and fair recovery from the economic effects of the Covid 19 pandemic, adapt to the changes driven by the UK's withdrawal from EU, and ensure a just transition to a net zero economy, alongside other economic changes anticipated in the coming few years.'

City of Edinburgh Economic Strategy , 2021

## **Barriers to Inclusive Growth**

Only through understanding the place and people and wider context can we tackle the barriers. We have done this through an initial interrogation of baseline socio-economic and environmental data, as well as initial consultation and stakeholder feedback, to examine barriers to inclusive growth in West Edinburgh. Through assessment of these barriers we have identified potential interventions to overcome these.

Ongoing consultation with stakeholders, which is vitally important, has provided further understanding of the barriers and provided feedback regarding the strategy as it developed. A key part of the engagement with stakeholders was trying to establish why these barriers have persisted and what can now be done to overcome them in practical terms via behavioural changes, continued collaboration, and buy-in, as well as policy and methods of delivery. Engagement and continued dialogue is required to further understand barriers with the local communities, to ensure any intervention is fully inclusive, monitored regarding progress and impact and lessons learned along the way.

Stakeholder feedback and research identified the following key issues which we will continue to challenge in order to deliver change:

- Lack of transparency in planning process and link between individual developments.
- Lack of visible progress in the area puts off investors.
- Lack of a wider West Edinburgh masterplan.
- Difficult to move around locally without a car.
- Limited range and access to affordable homes.
- Lack of strategic infrastructure investment / delivery of City of Edinburgh's LDP Action Programme.
- Under-resourced public organisations cannot seem to deliver, despite good intentions.
- No link between NPF3 which identifies the area for growth and the LDP.
- Scale and nature of private ownership limits influence of planning policy.
- Areas of poverty and deprivation and poor social infrastructure.



# **Spatial barriers**

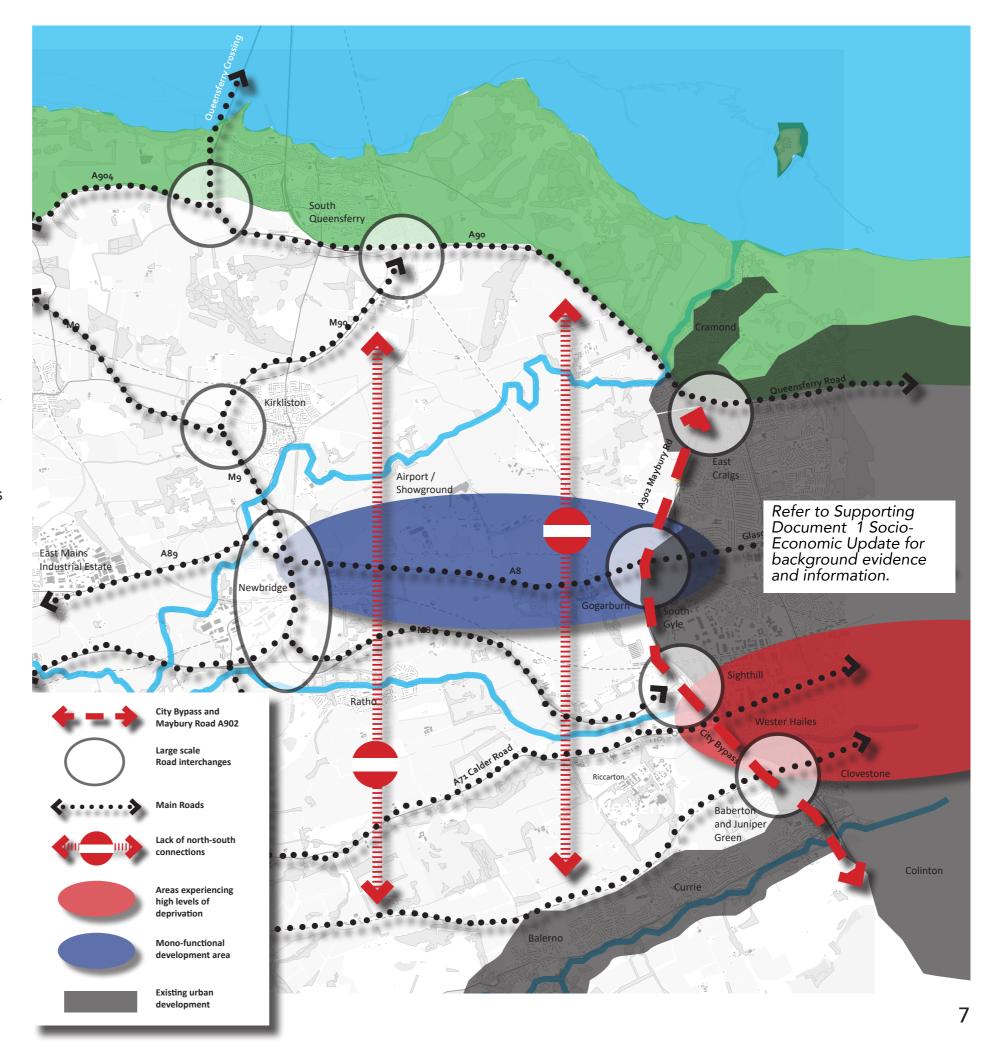
West Edinburgh has a complex, varied and diverse socio-economic and physical landscape. In recent years it has seen income growth rise faster than other parts with average earnings 1.4% above the city as a whole. However, some neighbourhoods - such as Wester Hailes and Sighthill suffer from multiple levels of deprivation in a national context, particularly around income, employment, education and crime. In Wester Hailes for example, 10-20% of young people leave school with low literacy and numeracy levels against a City average of 5%.

As outlined earlier, socio-economic and spatial reviews have identified some fundamental constraints - or barriers-to inclusive growth in West Edinburgh.

Whilst many of the barriers above are not physical, the approach taken to 'how' any spatial development happens will be key to addressing these. (Identified later in this report under 'Making it Happen'.) The diagram overleaf begins to identify some of the dominant spatial barriers to inclusive and sustainable growth that exist, notably:

- The City Bypass
- Dominance of car and related infrastructure
- Lack of movement within the study area in the north to south axis
- Physical infrastructure of areas of deprivation to the south east
- Large mono-functional development to the east-west axis along the A8
- Piecemeal, unconnected development within the greenbelt

The scale and complexity of these barriers to inclusive growth highlight the need for an Infrastructure First Approach, aligned to the draft National Planning Framework (NPF4) and to implement a series of interconnecting strategies across varying priorities and timescales.



# **Spatial opportunities**

West Edinburgh is a diverse and expansive landscape with five clearly identifiable character areas that have informed the approach taken within the Spatial Strategy and Vision. They have developed to establish a broad baseline position within West Edinburgh so that future development can be directed to reinforce or enhance the existing character. The boundaries are not fixed, but representative of the broad sense of place within them.

**Coast:** Firth of Forth and coastal landscape including Forth Rail bridge, heritage features, protected areas and Special Protection Sites with areas of residential settlements and active travel routes.

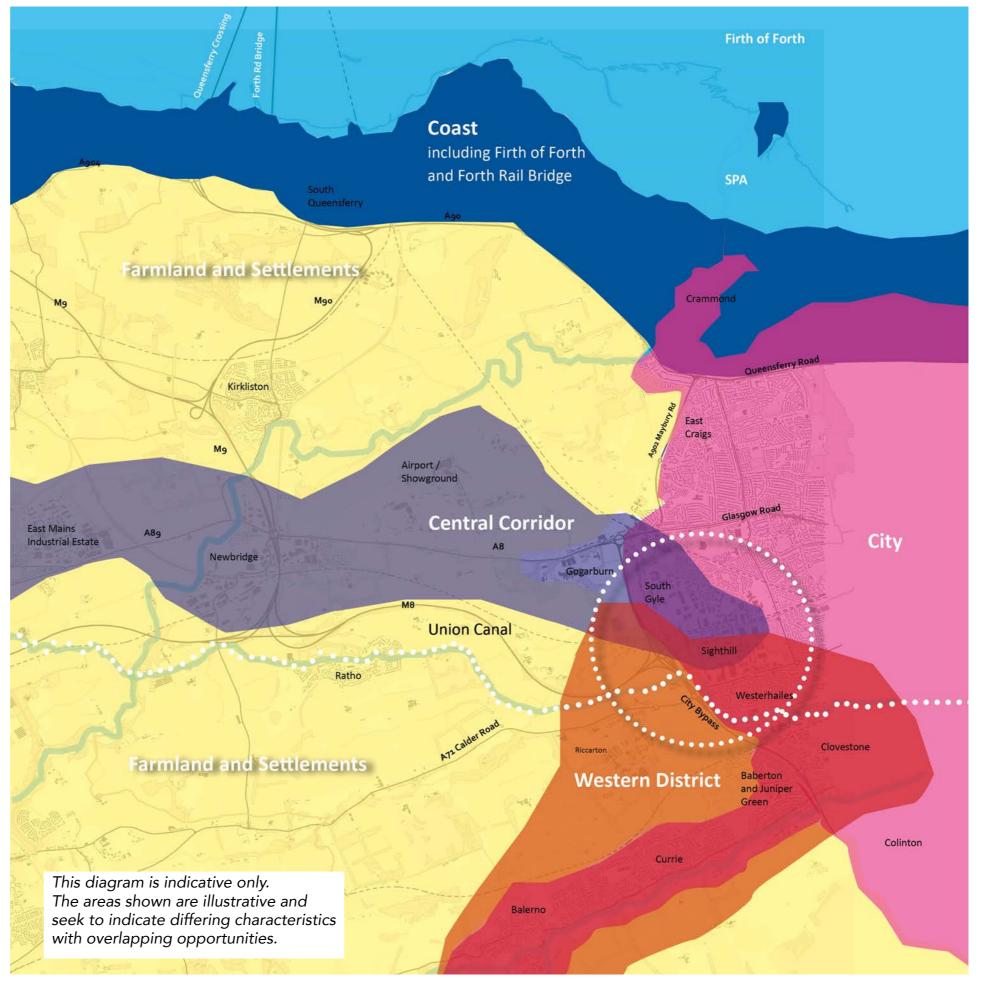
**City:** Existing, mixed use development with clearly defined neighbourhood areas bounded by City Bypass with spine of development to the South West along the Water of Leith.

**Farmlands and Settlements:** Expansive area of rolling farmland and woodland punctuated by small settlements and leisure/industry with the need for enhanced active travel connections.

**Central Corridor:** Spine of commerce, aviation, industry and tourism gateway linking City Centre, West Edinburgh and beyond. Requires a coordinated approach to low carbon travel, distribution, production and strategically planned mixed use development. Areas north and south of the A8 have different existing and potential functions and characteristics with links to places of learning. This corridor is a key focus for future growth and should be considered holistically in context of city region.

**Western District:** Area to the South West of the City where the socio-economic and spatial conditions provide a range of opportunities for inclusive growth within new and existing areas through enhanced connections, learning/skills opportunities, rail networks, waterways and leisure.

**Intersecting areas of opportunity**: The area where the City, Central Corridor and Western District intersect (white circle) offers the opportunity for most carbon efficient use of land linking to existing neighbourhoods and educational facilities. There is also a clear opportunity for the Union Canal to be a focus of growth.



# Already on the ground

West Edinburgh has a wide range of assets and opportunities 'on the ground' that can be harnessed and built upon.

These range from historic and landscape characteristics through to travel connections and regional links. They also include educational establishments, developing community action and cultural opportunities.

Some of these are outlined here, and overleaf, to provide an overview of the range and breadth of activities and opportunities within the area.

### **Existing Waterways**

The area is rich with watercourses:

- The historic Union Canal flows between Edinburgh and Falkirk
- The River Almond which terminates into the Firth of Forth at Cramond
- The Water of Leith passes through the southern boundary of the site
- The Firth of Forth borders the area to the north



### **Leisure and Sporting Opportunities**

West Edinburgh is home to a number of key places of activity including:

- Edinburgh International Climbing Arena
- Royal Highland Show Arena
- Oriam National Performance Sports Centre at Heriot Watt University
- Hotels as part of pipeline development
- Union Canal and associated water-based activities



### **Educational Opportunities**

Several key tertiary educational and learning establishments are based in West Edinburgh. These

- Heriot Watt University Edinburgh Campus with Oriam National Sports Performance Centre and National Robotarium
- Edinburgh College Sighthill Campus
- Edinburgh Napier University Sighthill Campus

### **Developing Community Action**

- There are a number of initiatives and activities already taking place at neighbourhood level including:
- A developing Local Place Plan for Wester
- The North West Locality Improvement Plan is underway.



### **Enhanced Travel Connections**

A number of developing access and mobility plans are already underway or in development:

- Series of railways including recent Edinburgh Gateway Station and proposed Almond Chord
- The John Muir Way to the Firth of Forth Coastline
- National Cycle Routes running east to west across the area
- City's Mobility Plan including West Edinburgh Transport Appraisal (WETA) have been issued and underway



# Already on the ground



### **Ecological Assets**

West Edinburgh has a range of ecological assets including:

- The Firth of Forth's coastline to the north is a Special Landscape Area (SPA)
- The area is home to large areas of woodland and grassland
- Local Nature Reserve at Cammo Estate
- The existing waterways (Forth and Clyde Canal, River Almond and Union Canal) are rich and biodiverse.



### **Emerging proposals**

As well as recent developments in Cammo and West Craigs there are evolving proposals in the area including:

- Parabola mixed use development in Edinburgh Park
- IBG Phased development in the central corridor/airport and Royal Highland Centre.
- Strategic Development Framework for Wester Hailes and WHEC (Wester Hailes Education Centre ) extension

### **Commerce and Business**

A number of businesses and commercial enterprises are based in the area and include:

- Edinburgh Park Enterprise Area
- The Gyle Shopping Centre
- RBS Headquarters, Gogarburn
- Growing number of independently run businesses and social enterprises including Edinburgh Beer Factory and Bridge 8 canoeing and kayaking CIC.



### **Regional Transportation links**

West Edinburgh is home to key transportation links and connections that include:

- Edinburgh International Airport
- Forth Road and Rail bridges
- Series of railways and stations including recent Edinburgh Gateway Station, Curriehill and Wester Hailes.
- Tram link from Airport to City Centre.





### **Arts and Cultural Opportunities**

Key places of arts and cultural activity include:

- Jupiter Artland is a major arts attraction and also home to the Jupiter Rising Festival.
- The Whale Arts Agency in Wester Hailes is a community-led arts charity and social enterprise.
- Glasgow College 'Music Box' in Sighthill offers recording and performance



### **Historic Assets**

West Edinburgh is home to an array of historic buildings, monuments and assets:

- Conservation areas including Cramond, South Queensferry, Ratho, Balerno, Kirkliston
- Over 600 listed buildings and structures including Almond Aqueduct and Cammo Tower

10

• Forth Rail Bridge

Photo credits provided on page 29

# 02

# A Vision and Spatial Strategy

# Local

Consolidate, Connect and Enable

# City

Focus, Expand and Densify

# Region

Reimagine, Strengthen and Cultivate

# **National**

Contribute, Grow and Revitalise

'A good-quality environment offers opportunities for promoting a sense of well-being, a healthy lifestyle, active travel (encouraging walking and cycling to school, shops or work instead of driving), and safe and successful communities.'

Central Scotland Green Network Partnership Vision 2021

# Vision for West Edinburgh

The Strategy and Vision for West Edinburgh recognises that action and intervention is required across a range of scales from Local, City, Regional and National and from 2021, to 2030 onto 2050. This involves everyone making it happen.

The WHAT: The Vision for West Edinburgh is to create a place over the next 30 years, which will include consolidation and improvements to existing settlements and communities, new mixed-use urban expansion, within the context of creating a high-quality sustainable environment (physical, social, environmental) that meets the needs of existing and future communities and reinforces Edinburgh as a world class city for today and tomorrow.

The Vision will address specific issues and problems within West Edinburgh at differing scales and across intersecting timelines whilst remaining flexible to respond to emerging markets and land use requirements.

The Vision gives direction on future development areas with the opportunity for landowners, developers and communities to positively work together and collaborate, along with wider community engagement and to bring forward 'Infrastructure Led' proposals in the context of the statutory development plan.

The HOW: The Strategy has been developed in response to aspirations for what Edinburgh could be in the future. This has to be achievable and inclusive for all. Through data analysis and research this has developed a better understanding of the area, the place and both the challenges and opportunities and has created an aspirational Vision upon which to build going forward.

This offers an exciting opportunity to enhance social, economic and developmental benefits for West Edinburgh and the wider city firmly around inclusive growth, sustainability and place-making in line with the City Plan 2030 Vision for the City, the West Edinburgh Transport Appraisal (WETA) and Mobility Plan and emerging strategies and involve its people in its future growth.

It can happen.

West Edinburgh 2050 is a place that:

offers the opportunity to do things differently to before

involves everyone in its development and growing identity

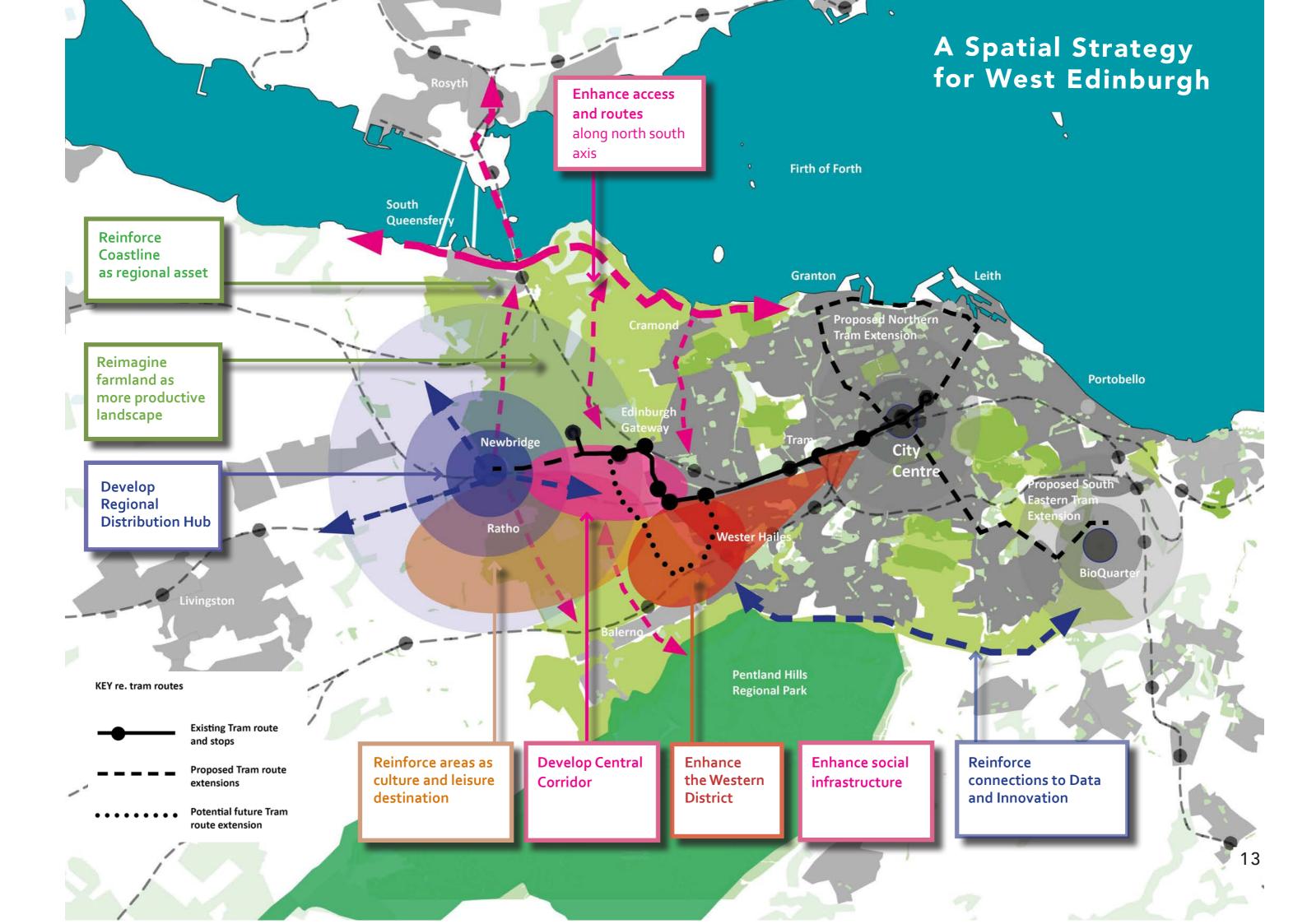
supports everyone's physical and mental well being

ensures everyone shares in its economic success with no-one left behind

provides connections between everyone without depending on cars

ensures everyone lives in a home which they can afford

creates opportunities for everyone to benefit from its natural resources, culture and heritage



# **Guiding Principles**

- Facilitate place making that embraces mixed use development which connects between and beyond.
- Embed climate change and carbon net zero targets and behaviours into all projects.
- Make the area accessible for all with a focus on active travel and connecting communities.
- Reinforce 20 minute principles and building places within any new and existing neighbourhoods.
- Provide mechanisms that integrate and enable new and existing communities – make them work for all.
- Ensure an understanding of what employers and businesses need – education, training, travel connections.
- Prioritise a **brownfield first strategy** for future growth.
- Prioritise health and well-being.
- Enhance biodiversity and ecological links.
- Improve opportunities for lifelong learning in the area, and connect with business.
- Promote the area for both commercial and cultural opportunities.

The Spatial Strategy identifies the following key opportunities:

# Enhance social infrastructure

- Connect education and learning establishments to enhance access to learning and skills development.
- Review existing accessibility to health facilities and open space for all

### **Enhance Western District**

- Future planned, mixed use, housing led regeneration.
- Provide tram extension to open opportunity for new development, integrating with existing communities.
- Provide mechanisms that integrate and enable new and existing communities - spatially and culturally.

### Reimagine farmland

- Re-consider the area to be a more productive and ecological landscape.
- Provide opportunities that enhance connections for people and habitats across the landscape.
- Consider ways to enhance productivity and horticulture at differing scales.

### Reinforce coastline

- Consider coast as regional asset with enhanced north-south active travel and ecological connections between neighbourhoods.
- Promote coastline as a destination.

### **Enhance access and routes**

- Prioritise routes along north-south axes.
- Build on City of Edinburgh's Mobility Plan and WETA (West Edinburgh Transport Appraisal) proposals.

# Develop Regional Distribution Hub

- Opportunity to build on the areas regional potential and transport connections.
- Consider area as a distribution centre for not only goods, but energy and food/horticulture.
- Develop Energy distribution potential in and around Newbridge.
- Investigate potential for Hydrogen related development and other low carbon possibilities.

# Reinforce Connections to Data and Innovation

 Enhance connections between the Bayes Centre, Edinburgh Futures Institute, Easter Bush, the Usher Institute and National Robotarium and the BioQuarter/Edinburgh Royal Infirmary.

# Reinforce areas a culture and leisure destination

- Develop culture and leisure as key characteristics of the area.
- Build on outdoor and indoor recreational opportunities including Arena and Festival Venue
- Links to airport, hotel and holiday accommodation opportunities.

### **Develop Central Corridor**

- Intensify the central corridor area with mixed use development.
- Maximise the ecological potential of the area, particularly of the Gogar Burn.

# Interconnecting Strategies

The Spatial Strategy seeks to set out how the vision can be delivered. This is a consolidation of a number of interconnected strategies. These look to tackle the range different issues that might act as barriers to success. A number of actions are identified in order to deliver the strategy and achieve the vision.

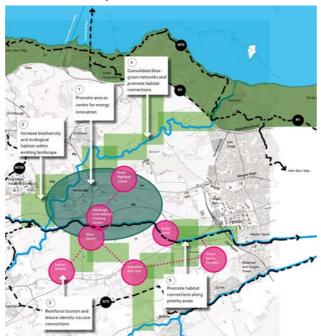
This offers the opportunity to enhance both social, economic and developmental benefits for the area around inclusive growth and low carbon whilst embracing flexibility and adaptation over time. The strategy embraces 'infrastructure first' principles, Central Scotland Green Network opportunities and promotes the net zero benefits of developing brownfield land whilst remaining flexible to respond to emerging markets and developing land use requirements.

This is transposed within an implementation plan across infrastructure and land use to align with a series of key milestones and strategies for the City, most notably:

2030 City Plan 2030 Net Zero Carbon targets City Mobility Plan 2050 and beyond

### **Environment and Climate Change**

A productive, environmentally rich, low carbon place



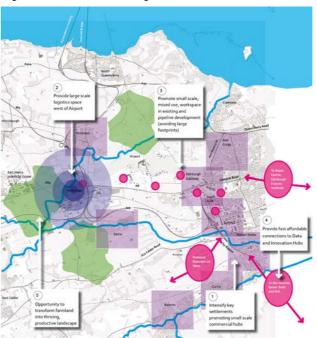
# **Resilient and Sustainable Places**Distinctive and connected

communities to live, work and visit

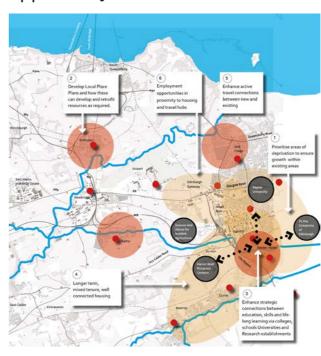
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### **Economic Growth**

An area that grows Edinburgh's dynamic economy



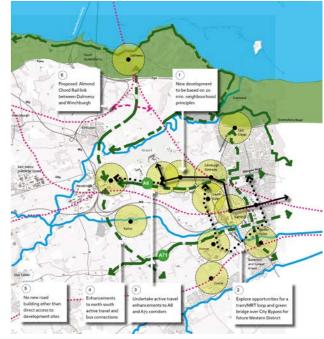
# **Tackling Inequality**Providing work, skills and opportunity



A series of interconnecting strategies that address the barriers to Inclusive Growth, embrace 'infrastructure first' principles and take a low carbon approach

### Connectivity

A series of interconnected landscapes and neighbourhoods



# **Environment and Climate Change**

Key:

Existing Coastal area

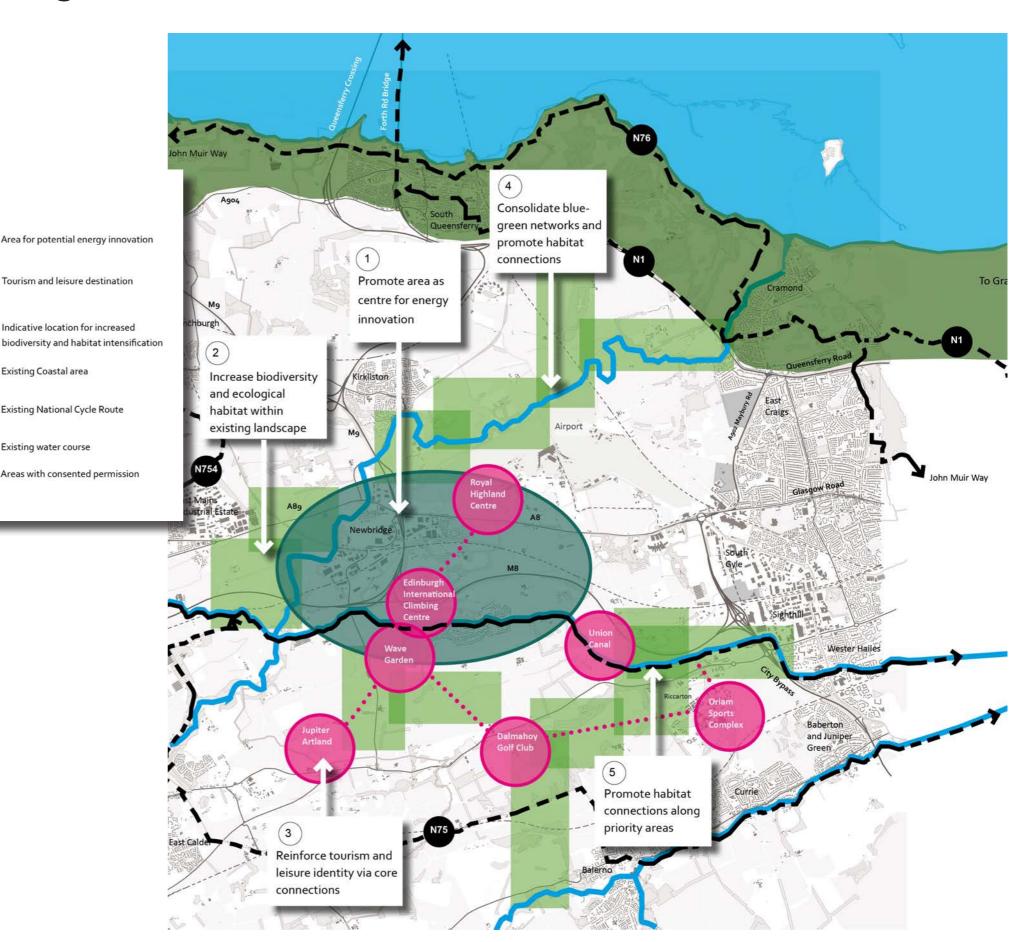
Existing water course

Edinburgh's sustainable and low carbon future depends on a commitment to a 'green recovery' and a just transition to net zero. The Scottish Government has recognised climate change as a human rights issue with the transition to net zero as an opportunity to tackle inequalities and is fundamentally important to the future prosperity of our people and planet. The strategy for this is:

- 1. Promotion of the area as a centre for energy innovation.
- 2. Increased biodiversity and ecological habitat within the existing landscape.
- 3. Reinforce tourism and leisure identity via core connections.
- 4. Connect blue-green networks and enhance habitat connections.
- 5. Promote habitat connections along priority areas.
- 6. Require a net zero carbon approach to development.

#### Note:

The draft National Planning Framework 4 (NPF4) states that actively enabling the redevelopment of vacant and derelict brownfield land with a focus on blue-green infrastructure, is one of the key opportunities to achieve the necessary changes to support reduced emissions.

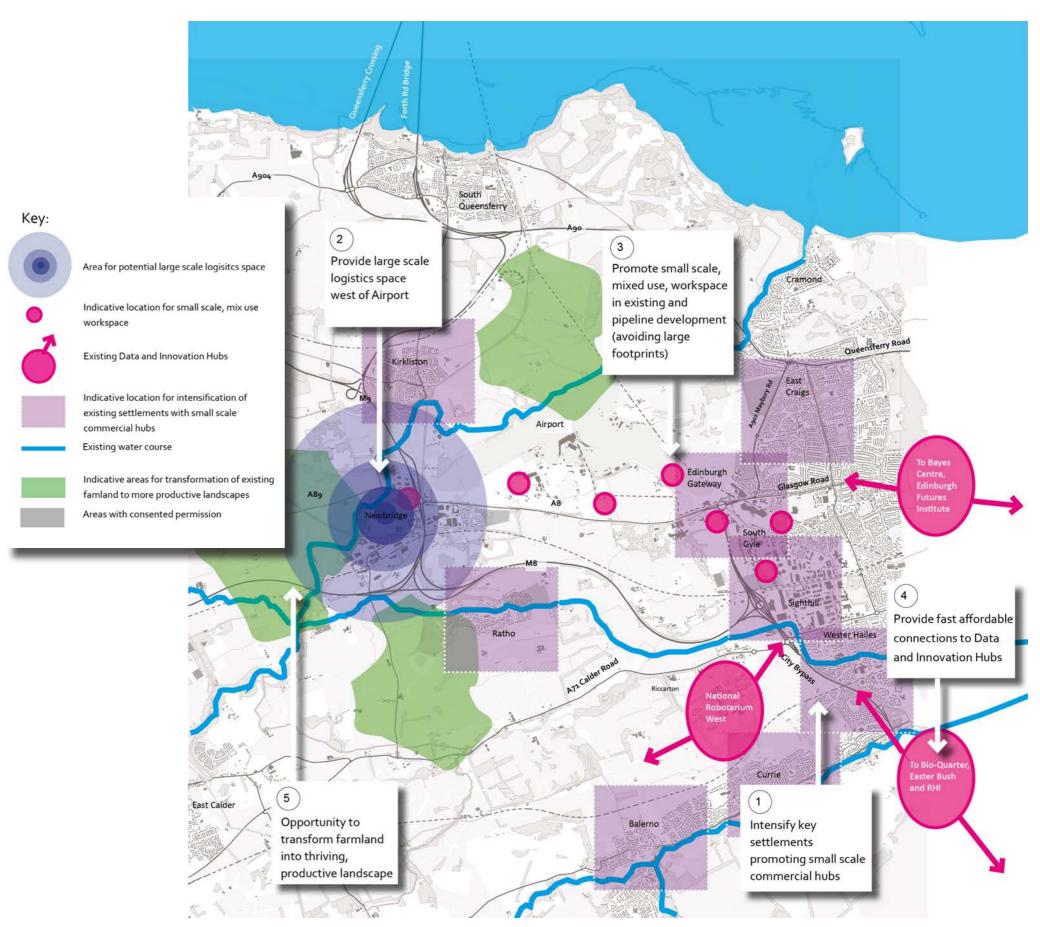


### **Economic Growth**

This strategy builds on the findings of the Rettie & Co Socio-economic update in Supporting Document 1. Much of the strategy here is built around our findings, e.g. on lack of mid-sized workspaces. Investment and resulting development in West Edinburgh have not been as extensive as previously expected. However, several pipeline developments are now happening along with initiatives and projects that can be built upon to continue this process. Equally, the area remains well connected to the city centre in part via the tram network, railway stations and surrounded by high quality education institutions. The public sector will work in collaboration with landowners and developers to develop masterplans, particularly around the Infrastructure First agenda, to ensure development can be viably progressed and happen in the right place.

The strategy for this is:

- 1. Existing settlements be intensified with small scale commercial hubs.
- 2. A large scale logistics space be provided to the west of Edinburgh International Airport, offering opportunity for a variety of business uses.
- 3. Potential for creation of new energy hub to support decarbonisation of energy for power, heat and transportation.
- 4. Fast, affordable connections to Data and Innovation Hubs be provided.
- 5. Create genuinely mixed use communities for people to live and work with appropriately scaled homes and workspaces promoted within existing and pipeline development.
- 6. Harness opportunities to transform existing farmland into a thriving, productive landscape within the Central Scotland Green Network.



Refer to Supporting Document 1 Socio-Economic Update for background evidence and information.

# Connectivity

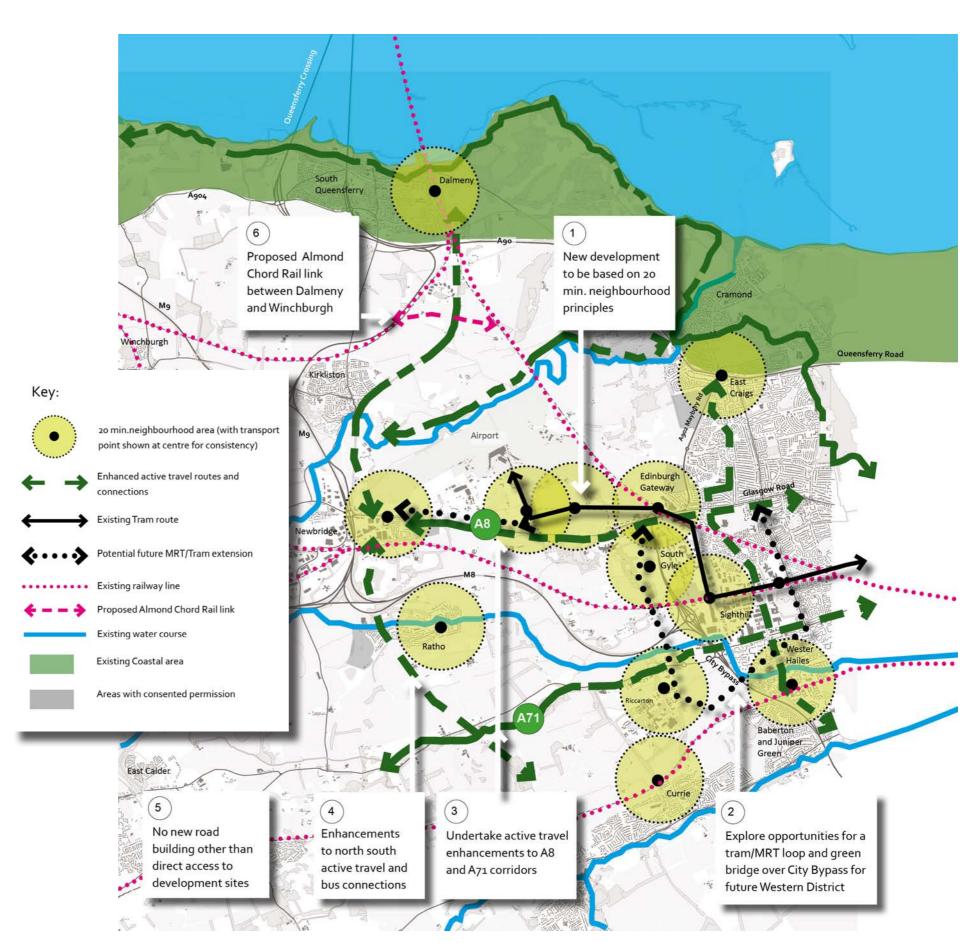
Currently, the options for moving around within West Edinburgh, particularly on a north/south axis, are limited due to physical barriers, active travel routes are fractional and there is a reliance on private car usage which is epitomised by heavy traffic at peak times and issues around air quality. This is balanced against the rich natural and cultural assets throughout the area which remain largely under-utilised and difficult to access. The City Mobility Plan goes some way towards addressing this and plays a key role going forward.

### The Strategy for this is:

- 1. Any new development be based on 20 minute neighbourhood principles linked to key transport/mobility hubs (see note below).
- 2. Opportunities should be explored for a tram/mass rapid transport loop and green bridge over City Bypass.
- 3. Active travel enhancements to A8 and A71 corridors and any associated pipeline development.
- 4. Enhancements to north-south active travel routes and bus connections across the area.
- 5. No new road building other than for direct access to development sites and WETA (West Edinburgh Transport Appraisal) identified projects.
- 6. Proposed Almond Chord Rail link between Dalmeny and Winchburgh.

#### Note:

The SEStran Mobility Hub Study, completed March 2020, identifies potential locations and opportunities for providing hub infrastructure and public realm improvements that support the use of shared forms of mobility including public transport with proposed pilot in Wester Hailes.



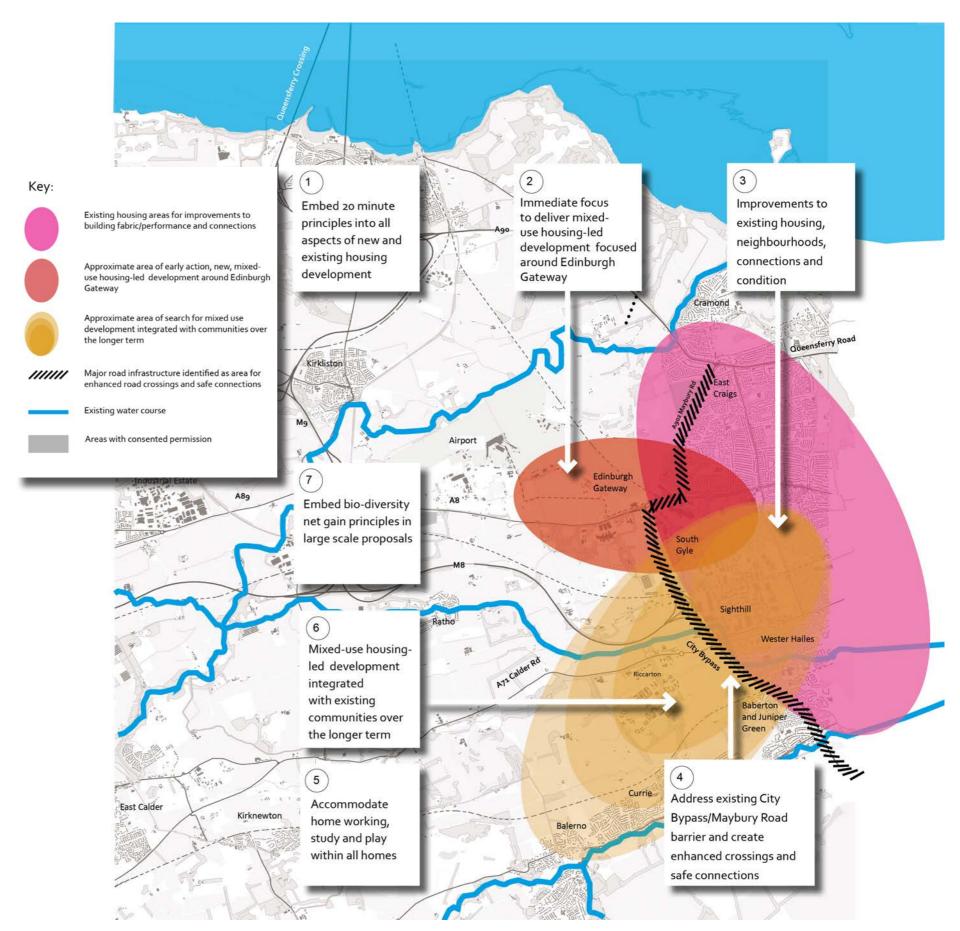
# Resilient and Sustainable Places

Land to the west of the bypass has acted as a natural boundary between West Edinburgh and the urbanised centre of Edinburgh City with a broad trend towards piecemeal new residential development extending existing settlements. There is also an identified lack of choice when it comes to affordable family housing, employment opportunities and access to recreational facilities.

This is seen as an opportunity for a more coherent strategy that improves existing communities and directs new development to locations most suited to make the most of existing and planned infrastructure. In this way the strategy can serve as a tool to manage inclusive growth in the area, enhance connections, make better places and steer development with a focus on meeting the communities' needs.

Edinburgh's City Plan 2030 (proposed) identifies a requirement for significant additional housing, in particular affordable housing. The preferred strategy of Choices is to meet this by allocating brownfield sites to add to the existing development land supply. Innovative design and clever use of land can assist in developing new communities in a sustainable manner and enhance and add to the city-wide network of green spaces. The proposed Strategy is:

- 1. 20 minute neighbourhood principles to be embedded into all aspects of new housing and development.
- 2. Immediate focus be placed towards new mixed-use development around Edinburgh Gateway along 20 minute neighbourhood principles.
- 3. Improvements to existing housing neighbourhoods, inclusive of design improvements, connections, facilities and building fabric/performance and open spaces.
- 4. Create enhanced crossings to City Bypass and Maybury Road.
- 5. New homes should accommodate home working, study and play and be accessible for all.
- 6. Mixed-use housing-led development to the South West over the longer term with better connections/integration with existing settlements along A71 corridor.
- 7. Bio-diversity net gain principles should be embedded into any large scale proposals.

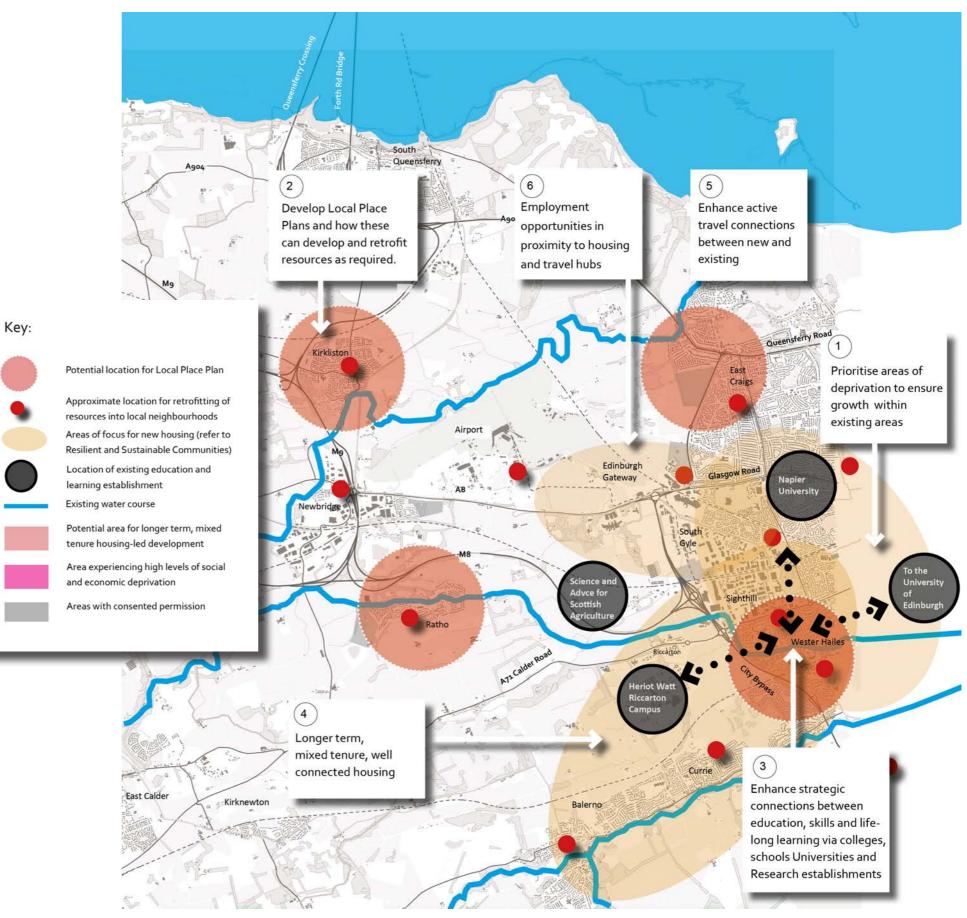


# **Tackling Inequality**

The communities and populations within some parts of West Edinburgh suffer from a lack of basic social infrastructure, including, for example, a lack of childcare provision and poor educational support. Health inequalities also act as a barrier to both employment and life opportunities. These inequalities can result in disengagement, social exclusion as well as impacting on the health and wellbeing of residents. Any strategy must understand the local issues, address the needs of specific communities, break down barriers and provide opportunities and building blocks for growth.

The strategy to deal with inequality must:

- 1. Gain a detailed understanding of the populations, and social infrastructure barriers within specific areas, and prioritise areas of deprivation to ensure they don't get left behind.
- 2. Local Place Plans offer the opportunity for a community led, but collaborative, approach to creating great local places through engagement with communities, with examples of current projects in Wester Hailes where lessons should be learnt as this process evolves.
- 3. Work with employers to secure Commitment to Fair Work Framework and improve employment opportunities for those living in West Edinburgh.
- 4. Work with educational establishments to ensure commitment to lifelong learning agendas and improving connectivity with deprived parts of West Edinburgh.
- 5. Provide mixed tenure, well connected housing in focused areas and enhance active travel connection between new and existing neighbourhoods and continue to evaluate infrastructure needs alongside planned projects.
- 6. See this agenda as continued priority and offer commitment to lift all generations out of poverty and provide a better quality of life, security, opportunities and aspirations towards a better future.
- 7. Keep talking and listening it's about people and communities.



# Learning from Elsewhere

A number of precedent case studies from around Europe provide lessons and insight into the context, aims and objectives of the West Edinburgh Spatial Strategy. A number of these are summarised here and outlined in more detail within the Supporting Document 7.

The selected examples are found predominantly in Northern Europe and Scandinavia. They link dense urbanisation with diverse landscapes and enhanced city connections.

Whilst the studies vary in context, scale and approach, they provide lessons and insight into best practice in some way. Whether that be the way in which new infrastructure is planned and managed, how landscapes are reimagined, the way in which residents are embedded within the development process or how data and pilot projects are adopted to test ideas and change behaviour. Equally, they identify where some aspects did not go as planned and where things may be done differently next time.

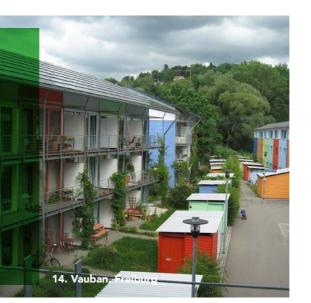
More detailed information relating to these studies and their relationship to West Edinburgh is provided within the socio-economic study in the Supporting Document 1. This analysis has been linked to the Dependencies identified as being key to delivering the Strategy and Vision for West Edinburgh.



### Nordhavn Copenhagen, Denmark

A robust yet flexible strategy for the transformation of a former industrial harbour into a new, sustainable city district.

Identifiable neighbourhoods are connected and integrated to the city centre through a sustainable mobility plan, with a focus on cycle and pedestrian routes and the integration of blue-green infrastructure.



### Vauban District Freiburg, Germany

Sustainable, low carbon, car free neighbourhood on 40 hectare site. Resident participation encouraged in construction, maintenance and management through housing cooperatives.

Buildings become a productive landscape through solar energy generation.



### Vision 2030 Almere Almere, Netherlands

Vision and strategy for new district of the city of Almere, creating homes for 150,000 new residents.

The strategy combines water, nature reserves and new urban development. Four distinct areas are connected to each other and the city centre via new infrastructure and metro lines

### Kalasatama Smart City Helsinki, Finland

City expansion within a former harbour into a model 'smart city' district connected by metro, bus and tram.

Strategy and vision allows for flexible development through collaboration Key role in Helsinki's 2035 Carbon Neutral goal.





unproductive, post-industrial area into a thriving ecological landscape.

Large-scale development and infrastructure are balanced with small scale installations, all of which are focused around key water courses.

03

# Making it happen

'We ...know from experience that a place is better when the people who live there work together to shape it. The Place Principle, adopted by the Scottish Government in 2019, asks agencies in a place to collaborate with the people who live there to create a shared vision for its future.'

Architecture Design Scotland Corporate Strategy 2021

'Across the world, the definition of economic success is changing. Successful nations no longer seek only to create wealth; they distribute wealth so that success and happiness is shared by everyone.'

Scottish Enterprise findings 2021

# **Dependencies**

Delivering the Vision for West Edinburgh is dependent on a number of key actions. These 'Dependencies' are:

- Providing leadership and clarity
- Taking a people-focused approach
- Investing in sustainable transport
- Encouraging a collaborative approach to landowners and development
- Planning for infrastructure costs and timing
- Taking an inclusive approach to skills, culture and learning

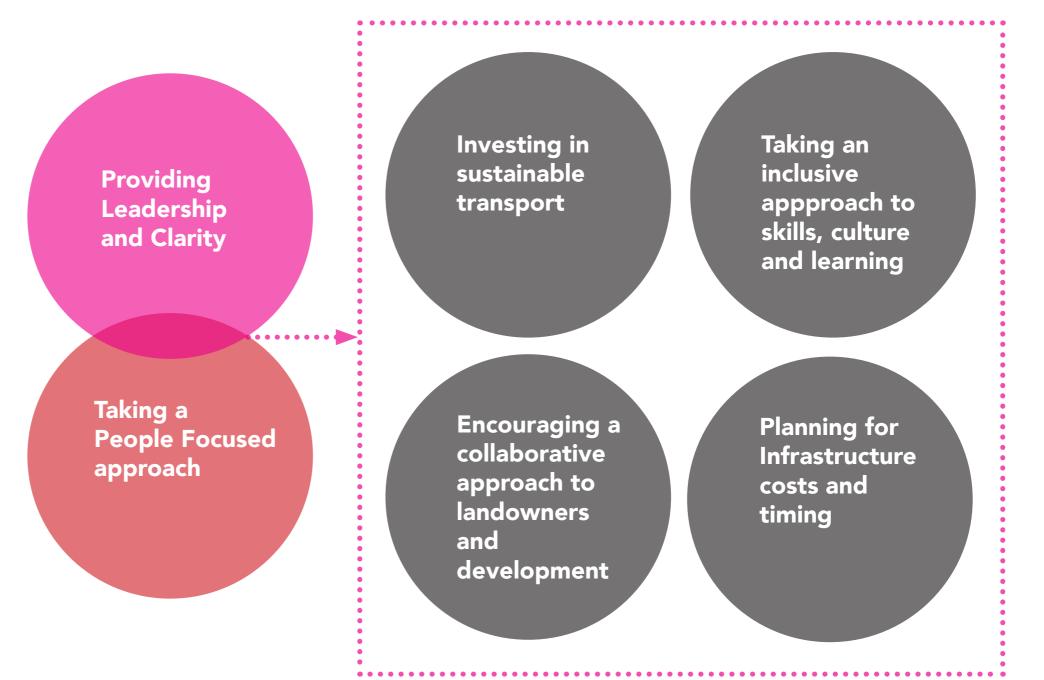
These address the 'Barriers to Inclusive Growth' identified earlier and outlined in more detail within Supporting Document 2.

The spatial strategy cannot be effectively and coherently delivered without first addressing and taking steps towards implementing the 'Dependencies'.

'Providing Leadership and Clarity' is a key dependency that should be prioritised and actioned as soon as possible. It is also critical that this is aligned with 'Taking a People-focused Approach'. With these measures in place, other dependencies like 'Investing in Sustainable Transport' and 'Encouraging a collaborative approach to landowners and development' can be more readily implemented.

These have developed from the stakeholder engagement and Schedule of Approach provided within Supporting Document 03 Summary of Stakeholder Consultation.

How each Dependency might happen is outlined in more detail in the three pages overleaf, then aligned within a Timeline from 2022-2050.



It should be noted that there is a need for innovative thinking around the infrastructure first approach including, but not exclusive to transport, heat, energy etc. Further work is required in relation to timings, cost and viability and also funding. The strategies identified require to be further developed and refined further with robust cost benefit analysis undertaken to refine detailed outcomes and inform a delivery and monitoring strategy. This would include not only refined drawings and visualisations, but a detailed costing analysis and Green Book based socio-economic impact assessment.

# Making it happen (1)

Providing Leadership and Clarity

- Ensure that National, Regional and City leaders (across parties), and Partners, are fully committed and aligned to the long term vision, strategy and objectives.
- Ensure stakeholders, within both the public and private sector, are active agents in the developing strategy and implementation.
- Form a clear, dedicated and skilled development team across public and private sector to lead delivery of vision.
- Establish a process for community 'buy in' and active involvement eg. Citizen Panel approach with diverse cross section of society.
- Develop a West Edinburgh 'brand' or identity and align with partner agencies.

Taking a People Focused approach

- Provide commitment, action and funding to involve citizens in further development of the strategy and action within their area.
- Establish 'West Edinburgh Principles' to outline commitments and actions across businesses, landowners, organisations, residents etc.
- Acknowledge the differing circumstances and dynamics for residents and communities across the area.
- Develop targeted socio-economic programmes that tackle poverty and inequality, with a focus on community resilience, a place-based approach and self-supporting mechanisms.
- Deliver 'early interventions' to demonstrate action and commitment whilst developing more complex issues over time.

It is important that the Dependencies outlined here are aligned with the overall Vision and Interconnected Strategies.

### **Learning from elsewhere:**

- Government ownership of the land facilitated development in Nordhaven, Denmark.
- Central and local government funding and support with a clear vision was a critical success factor in Vauban/ Freiburg, Germany.
- Achievements in Vauban/Freiburg were celebrated with citizens.
- Kalasatama, Helskini, Finland used citizen engagement to develop ideas and build support.
- Almere development in the Netherlands suffered from lack of identity – citizen engagement a way to counter this.

# Making it happen (2)

Investing in sustainable transport

- Acknowledge that the current transport infrastructure requires further investment in sustainable travel via new active travel networks and additional public transport to support new development. Refer to National Transport Strategy (NTS2) vision, priorities and outcomes, along with sustainable travel investment and hierarchies.
- Embed the Sustainable Travel Hierarchy (from NTS2) in decision making by promoting walking, wheeling, cycling, public transport and shared transport options in line with draft NPF4.
- Develop strategies for both 'carrot and stick' approaches to actively ensure behaviour change and de-incentivise car use.
- Ensure that all new development or strategies must link to mobility hubs and active travel networks in line with NTS2 and NPF4.
- Place an emphasis on open data, innovation and pilot projects and capitalise on the City's links with Higher Education and innovation centres.
- Empower citizens to introduce new ideas and test/measure pilots or strategies for themselves.

Encouraging a collaborative approach to landowners and development

- Continue to build on stakeholder engagement and communication in an open and collaborative way, including discussion with landowners on infrastructure delivery across area, deliverability and funding.
- Create an 'open forum', or network, for landowners, stakeholders, investors and community interest groups to enable connections, discuss ideas, and test opportunities to align with the vision.
- Build flexibility into any plans to take account of changing circumstances and opportunities.
- Western District is identified as an area with potential for future new development, although this will be subject to consideration through the development plan process. Any future development will need to take into account the direction set by NPF4; an understanding of capacity for development to be accommodated on existing brownfield sites; and provision for social and other physical infrastructure to support existing/expanded communities.
- Establish a framework to monitor and measure progress with clearly identifiable actions, outcomes and targets.

## **Learning from elsewhere:**

- A major focus of the development of Almere, Netherlands was connecting with existing surrounding communities.
- Lack of a holistic policy on blue-green infrastructure hindered sustainable transport goals in Almere, Netherlands.
- Kalasatama, Helsinki had a wide collaborative approach to economic development & innovation across public and private sectors. However, Kalasatama faced challenges in managing large teams of diverse stakeholders.
- Vauban, Germany used a 'stick and carrot' approach to reduce car use – heavy investment in new public transport and high parking charges for those with cars.

# Making it happen (3)

Planning for Infrastructure costs and timing

- Apply innovative thinking to an infrastructure-first approach to development with an assessment of capacity, cost, funding and timing across a range of areas within West Edinburgh.
- Develop a Delivery Plan to prioritise and sequence infrastructure to include (but not limited to) social, community, transport, ecology utilities and energy infrastructure.
- Consider blue-green infrastructure and active travel as priorities to delivering the vision and align with sustainable transport strategies. As part of this, continue to develop on-going work and strategies that enhance and develop habitat networks and ecology eq. Ecological Coherence work.
- Prioritise safe active travel crossings over the City Bypass that overcome boundary and infrastructural implications.
- Set clear policies and obligations to encourage house builders and developers to frame their thinking around the value of open space and active travel networks.
- Include blue-green infrastructure within Section 75 requirements with clear guidance on responsibilities.

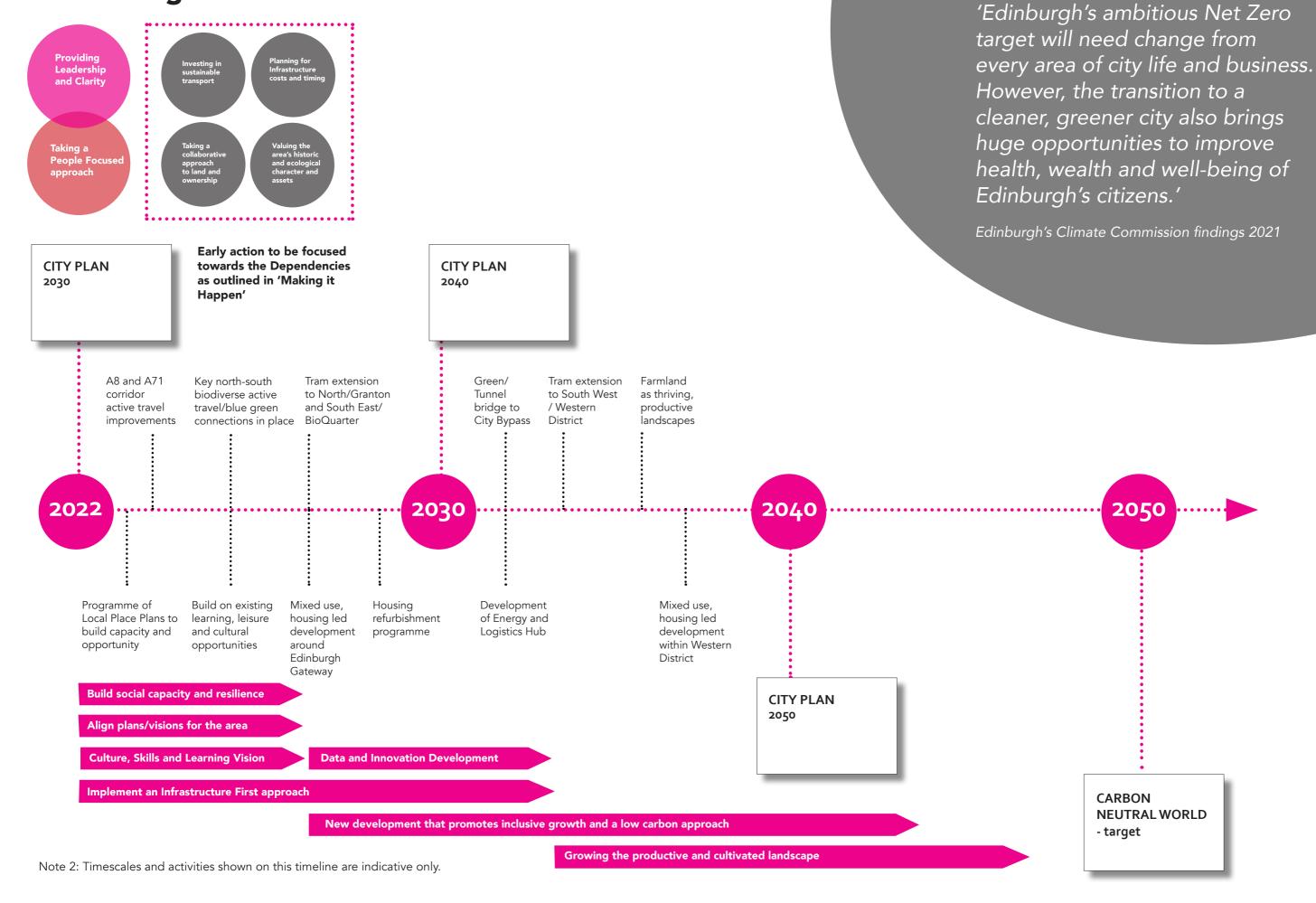
Taking an inclusive approach to skills, culture and learning

- Establish West Edinburgh as an area that leads in Fair Working Practices in collaboration with businesses, landowners, agencies and institutions.
- Harness skills and employment opportunities at learning establishments and business communities.
- Develop targeted skills, learning and culture opportunities to people and areas experiencing deprivation.
- Set targets and initiatives for skills, learning and employment opportunities.
- Conduct a review into the impact of existing school catchments and how these might better foster inclusive growth going forward.
- Develop a Culture and Learning Strategy for the area.

### **Learning from elsewhere:**

- A lack of focus on economic innovation in Almere, Netherlands led to high levels of commuting.
- Kalasatama, Helskini, Finland is creating an 'urban laboratory' with emphasis on innovation and technology.
- Kalasatama also has an open approach to ideas development, testing and dissemination as part of its smart city strategy.
- There has been a lack of resident diversity in Vauban, Germany due to loss of some subsidies to encourage people on lower incomes to live there.
- Granton Waterfront Strategic
   Development Framework included culture and learning strategies.

# **Delivering the Vision**



# Next Steps, Monitoring, Review

The Vision for West Edinburgh, of an emerging area underpinned by sustainable and inclusive growth, and the evolving strategy that will deliver this is the result of evidence gathering, review of existing site information, current and emerging plans, policies and strategies, stakeholder consultation and collaborative working groups.

This represents a starting point in the process and identifies the level of commitment required by all involved from the Partners, stakeholders and wider communities, to deliver that vision together.

There is a recognition by the Partners, whilst acknowledging the positive developments that have already been undertaken, that further work and research will be required to deliver change in West Edinburgh consistent with the Vision.

The Partners therefore commit to working together to respond to the dependencies and recommendations set out in this report. This will be achieved by developing a Delivery Plan that sets out the necessary framework and mechanisms, and the set of interventions required, in delivering this strategy.

### **Next Steps**

- Develop a People Focused, Place Based approach; starting with consultation and engagement with stakeholders and leading to the formation of working groups and/or sounding boards.
- Commit to providing clarity and leadership in progressing the West Edinburgh Vision, and the necessary oversight and governance required to deliver the strategy.
- Develop an Infrastructure First Approach; including blue green infrastructure and community infrastructure and incorporating an assessment and appraisal of requirements, funding and the sequence of delivery.
- Continue to build on the ongoing work of the West Edinburgh Transport Improvement (WETIP) Plan and principles of the National Transport Strategy (NTS2).
- The results of consultation will lead to the finalised Strategy, and in turn identify the programme and work streams in place and underway, and that require to be implemented.

### **Monitoring**

• Develop a monitoring framework that will measure progress and outputs to help inform decision-making processes and guide implementation of the Delivery Plan.

### **Review**

• The Strategy will be kept under review and should be seen as an evolving document that can be reviewed, adjusted and adapted as appropriate over time.

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