

Policy and Sustainability Committee

10.00am, Tuesday, 1 October 2019

West Edinburgh Progress Update

Executive/routine
Wards
Council Commitments

1. Recommendations

- 1.1 It is recommended that the Committee:
 - 1.1.1 notes the progress made to date in delivering infrastructure improvements in the West Edinburgh area;
 - 1.1.2 notes the progress made in discussions with Edinburgh Airport Ltd;
 - 1.1.3 notes that this matter will be reported to Committee in spring 2020 providing a further update on progress and seeking any necessary authority to formalise partnership arrangements for delivery of the new link road;
 - 1.1.4 agrees that progress updates on West Edinburgh are provided in Business Bulletins on an ongoing basis; and
 - 1.1.5 agrees a report be brought back to Committee on completion of the West Edinburgh study on inclusive and sustainable growth.

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Executive Director of Place

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West Edinburgh Progress Update

2. Executive Summary

- 2.1 This report provides an update on recent progress and developments including the commissioning of a spatial study for West Edinburgh to maximise inclusive and sustainable growth.
- 2.2 It also provides an update on progress with the delivery of the infrastructure needed to support the planned growth in the West Edinburgh area specifically around Edinburgh Airport and the International Business Gateway. The delivery of a new link road from Gogar Roundabout to the airport is a key part of the overall infrastructure package and progress is being made between the Council and Edinburgh Airport Ltd in relation to its delivery.

3. Background

- 3.1 At a meeting of [30 August 2018](#) a motion, as amended, requested that the Housing and Economy (now Housing, Homelessness and Fair Work) Committee:
 - 3.1.1 notes the pressures and risks of the current constraints to vehicle access to Edinburgh Airport especially during busy periods or in the event of an incident;
 - 3.1.2 notes that a new Gogar link road is specifically supported within the Council's Local Development Plan and was included in Edinburgh Airport's 2016 master plan;
 - 3.1.3 notes the variety of factors in delivering a comprehensive solution to development of the International Business Gateway and neighbouring sites;
 - 3.1.4 instructs a report to the Housing and Economy Committee by December 2018 describing:
 - 3.1.4.1 details of progress to date on the proposal for supplementary road access to the Airport;
 - 3.1.4.2 options to fast track achieving supplementary road access within a short timescale;
 - 3.1.4.3 an indication of options and impacts on the Gogar and Maybury junctions;

- 3.1.4.4 options for financing such a scheme; the discussion at the meeting of the Edinburgh Airport Consultative Committee in November 2018 which will be attended by senior Council officials and will specifically focus on surface access issues at the airport; and
- 3.1.5 instructs that the report comes to Housing and Economy Committee but is shared with the Transport and Environment Committee and the Planning Committee.
- 3.2 On the [24 January 2019](#) a report was provided setting out high level options for delivery of a new link road and advising of the ongoing discussions with Edinburgh Airport Ltd.
- 3.3 Given the cross cutting and strategic nature of this piece of work and the recent revisions to Council committee remits, this area of work will now be reported to this committee.

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 was 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.
- 4.2 West Edinburgh has remained as strategic development area since this time and this is reflected in the current National Planning Framework, the South East Scotland Strategic Development Plan and the Edinburgh Local Development Plan. The WETA has also been revisited as plans have evolved and the most recent refresh was completed in December 2016. The current list of infrastructure requirements is provided in Appendix 1 and this includes a new link road that connects to Edinburgh Airport as shown in Appendix 2.
- 4.3 The WETA was developed in partnership with other stakeholders in the West Edinburgh area and there is general agreement that the infrastructure identified is the right package to support growth in the area. Since the West Edinburgh Planning Framework was first developed the tram and the Edinburgh Gateway Station, which were identified as necessary improvements, have subsequently been delivered.
- 4.4 In terms of progress made with development delivery, this has been limited and is largely due to the slow economic recovery since the last recession and the fact that the significant development areas are not infrastructure ready. Edinburgh Airport

has, however, undergone significant change during this period and the growth in passenger numbers is following the predictions set out in WETA.

- 4.5 A sizeable area of West Edinburgh is identified within the Local Development Plan for Edinburgh as a Strategic Development Area. This also includes three Special Economic Areas which are areas “of national or strategic economic importance, providing or with the potential to provide a significant number of jobs”; those areas being Edinburgh Airport, the Royal Highland Centre and the International Business Gateway.
- 4.6 There are a range of ownerships across the area broadly identified as West Edinburgh and consequently there is a variety of land uses, masterplans and planning applications at different stages. A summary of significant recent activity is:
 - 4.6.1 Edinburgh Airport has seen continual growth in passenger numbers with this estimated to reach 13.1 million passengers by 2020. The Edinburgh Airport Masterplan 2016 highlights how airport owners Global Infrastructure Partners (GIP) aim to grow and develop the airport to meet this growth over a 25-year period. The masterplan sets out the development strategy for the proposed terminal and airfield expansion, and supporting ancillary facilities to 2025 and 2040, with further speculative development planning to 2050.
 - 4.6.2 Edinburgh Airport owners GIP have also set up Crosswinds Developments as an independent company to take forward a mixed-use development of a 150-acre site that includes the airport’s disused second runway. Ownership of the land in question will be transferred from Edinburgh Airport to Crosswinds Developments in due course. The development company will then undertake a stakeholder consultation phase with the aim of applying for outline planning permission in early 2020. The Crosswinds development site is within the Strategic Development Area but is assumed to be operational airport land in the Local Development Plan. A detailed assessment of economic, transport and environmental impact will be needed as part of any submission. This will need to identify what additional infrastructure requirements would be generated by the development.
 - 4.6.3 The International Business Gateway is a proposed strategic business-led mixed-use development on a 136ha site between Edinburgh Airport to the north and the A8 to the south. The development has planning policy support being listed in the National Planning Framework (NPF3), the Strategic Development Plan (SESplan) and the adopted Local Development Plan for Edinburgh. Phase 1 (west) was granted planning permission in principle by the Development Management Sub-Committee on 8 May 2019, subject to the legal agreement being signed. However, this application has now been called in by the Scottish Government who will take the final decision. Phase 2 (east) has yet to be submitted. All of this land is now being actively marketed for sale. Officers will track this process and seek early engagement with any new owner.

- 4.6.4 Proposals to build 655 homes, including 164 affordable units, on a site adjacent to Cammo were approved by Development Management Sub-Committee on 22 May 2019, subject to the legal agreement being signed. There is also the possibility of the application being called in by the Scottish Government.
- 4.6.5 A Planning Permission in Principle was approved in June 2018 for the Maybury site as allocated for residential development in the LDP. This was for a residential development of up to 250 new homes and associated landscaping, open space and access.
- 4.6.6 Parabola has moved forward with its plans for land at Edinburgh Park and has achieved detailed planning permission for an office associated public squares. It is anticipated that construction will commence in the next few months and that a planning application for mixed use development on the remainder of the land will be submitted early next year.
- 4.7 All of these proposed developments generate the need for new infrastructure in the area and major investment is required. The 2016 West Edinburgh Transport Appraisal identified £108m of works required including the widening of the road between Gogar and Maybury, a new link road and bus infrastructure. A full list of these requirements is provided in Appendix 1.

Strategy for Infrastructure Delivery

Developer Contributions

- 4.8 The current approach being taken by the Council is that the delivery of the WETA infrastructure package should be development led and the Council's Local Development Plan Action Programme and related supplementary planning guidance on developer contributions reflect this strategy. The supplementary guidance on developer contributions has been approved by the Council but is still under review by the Scottish Government. Changes to the guidance were previously made in response to feedback and the Scottish Government is now considering a revised version and have asked a planning reporter to prepare a report for ministerial consideration. Notwithstanding this position, legal agreements are being pursued in connection with planning applications which the Council are minded to grant.

South East Scotland City Region Deal

- 4.9 The City Region Deal has included funding provision for transport related works in West Edinburgh and a business case will need to be developed and agreed through the City Region Deal governance arrangements. It is likely that this will deliver some of the WETA works package. Approximately £37m of funding has been identified for this purpose with £20m allocated by the City Region Deal partners and the Council contributing £17m.

- 4.10 Work is now progressing on the scoping work to identify the priority West Edinburgh Transport Appraisal (WETA) measures to be delivered through the funding that is currently available. Council Officers have been liaising with the City Region Deal partners to develop a high level Project Delivery Plan (PDP). This PDP will be presented to the next City Region Deal Transport Appraisal Board and will set out the next steps of the project with a recommendation to procure multiple disciplinary consultancy support to assist in the progression of the programme and develop an investment package of strategic transport infrastructure for West Edinburgh.

Airport Relief Road

- 4.11 As stated above, the land that the second runway is on will be transferred from Edinburgh Airport to Crosswinds Developments in due course to be promoted for development purposes. In advance of this, however, Edinburgh Airport will submit an application for planning permission for the creation of a new access road linking the Airport to Gogar Roundabout. This would require passing over land owned by the Council so would require the Council's support. Scoping work is now underway on the design of the road in order to allow a planning application to be submitted in due course. It is anticipated that this will be early next calendar year.
- 4.12 The proposed Memorandum of Understanding between the Council and Edinburgh Airport will continue to be developed. It is likely that this will not be signed until the scoping work is complete and there is a clearer understanding of works to be delivered and associated costs. It may also be appropriate to await the outcome of the planning application before agreeing to final terms.
- 4.13 The consultant teams in relation to both the Airport Relief Road and the City Region Deal prioritisation work will be tasked with working together to ensure a coordinated approach.

West Edinburgh Study

- 4.14 Given the various proposals and development being brought forward, and the importance of West Edinburgh locally, regionally and nationally a study is being commissioned. This will consider and assess the inclusive and economic potential in growth and impact terms of West Edinburgh, and to examine an inclusive spatial strategy to ensure that everyone benefits from growth. It will seek to establish use options and the role of the area to unlock opportunities for inclusive sustainable growth. The output of this study will be used to assist with the preparation of future development and delivery plans for physical development and infrastructure projects.
- 4.15 The commissioning partners for this West Edinburgh study are The City of Edinburgh Council, Scottish Government, Scottish Futures Trust and Scottish Enterprise, and the project team will additionally include Transport Scotland and Skills Development Scotland. The procurement of a multi-disciplinary team to undertake this work is underway. It is envisaged that selection of the team will take place shortly and an appointment made in September 2019.

All Party Oversight Group

- 4.16 The West Edinburgh All Party Oversight Group has now met twice and discusses the overall programme in West Edinburgh and the co-ordination of this activity. The group has focused on building up knowledge and information of land ownership and planned activity in West Edinburgh by both the Council and other stakeholder.

5. Next Steps

- 5.1 The next steps in taking forward this work are as follows:
- 5.1.1 complete commissioning of the West Edinburgh spatial study on inclusive and sustainable growth and commence work on this study;
 - 5.1.2 continue to work through the South East Scotland City Region Deal partnership arrangements to agree infrastructure priorities and a delivery programme for West Edinburgh;
 - 5.1.3 continue discussions with Edinburgh Airport in the development of a planning application for the link road;
 - 5.1.4 continue to work with Edinburgh Airport on a Memorandum of Understanding between The City of Edinburgh Council, Edinburgh Airport and Crosswinds Developments; and
 - 5.1.5 report to Committee in spring 2020 on progress and seek any necessary authority to formalise partnership arrangements for delivery of the new link road or any other infrastructure.
- 5.2 There is likely to be a requirement to report to other Council committees throughout this process given the range of remits that this work is likely to cut across.
- 5.3 This report does not make detailed recommendations in relation to interventions that the Council may wish to make in the West Edinburgh area and as a result there are no measures of success detailed at this stage. In general terms, however, the measures of success against which any such intervention would be assessed, would be along the following lines:
- 5.3.1 that the package of improvements addresses current pressures on the transport network while also delivering on strategic transport objectives in relation to modal shift and sustainability;
 - 5.3.2 that the agreed package of works complements any package of works agreed through the City Region Deal;
 - 5.3.3 that the agreed package of works catalyses development in the area; and
 - 5.3.4 that any financial outlay agreed by the Council is recovered through the funding arrangements agreed for such a project.
- 5.4 These outline measures of success will be developed further alongside any proposals that are brought back to the Committee for further consideration.

6. Financial impact

- 6.1 There are no additional costs to the Council associated with this report; the funding for the West Edinburgh study will be met from existing budgets and contributions from the other commissioning partners; Scottish Government, Scottish Futures Trust, and Scottish Enterprise.
- 6.2 Despite the progress being made in infrastructure delivery it is still envisaged at the current time that there will be a funding shortfall in relation to the WETA package of works. Any proposals to take forward the delivery of infrastructure and meet the funding shortfall would need to be considered in relation to the financial impact on the Council. There are a number of finance options that could be considered. These range from forward funding by the Council or a private sector partner using commercial borrowing or borrowing from the Public Works Loan, through to more involved financial models such as the Growth Accelerator Model (GAM). Consideration of all appropriate funding options will be provided once the funding position is clearer and potential interventions have been identified.

7. Stakeholder/Community Impact

- 7.1 The approved spatial and infrastructure strategies stated in this report have all been developed through consultation with key stakeholders in the area and the wider public.
- 7.2 Consultation has been carried out with external partners in designing the scope and brief for the West Edinburgh study. Stakeholder consultation will form a part of the ongoing study. It should also be noted that this study will be used to assist with the development and delivery of the next LDP – City Plan 2030. This is the process by which any changes to the plans for West Edinburgh will be agreed and consultation will be carried out in line with statutory requirements.
- 7.3 Any further reports setting out proposals for delivery of improved access arrangements or would consider sustainability and community impacts and the expectation would be that any programme of works would be developed as part of a wider programme to ensure that 'modal shift' is realised in line with stated targets. A consultation and engagement strategy for any subsequent delivery project would be put in place as part of the project.

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

9. Appendices

Appendix 1 – WETA Infrastructure Requirements

Appendix 2 – WETA Relief Road Diagram

Appendix 1 – WETA Infrastructure Requirements

Infrastructure measure	Potential cost excluding optimism bias	Potential cost including 44% optimism bias
Cycling		
A8 north side missing link	£537,500	£773,900
Improvements to Gravel path (old railway line) from A8/M9 interchange north to Kirkliston	£317,600	£457,300
Cycle Connection from A8 along Eastfield Road into Airport	£481,500	£693,300
New pedestrian / cycle bridge over railway between West Craigs and Edinburgh Gateway	£3,000,000	£4,320,000
Improved Crossings at Turnhouse Road and Maybury Road for designated cycle path	£110,000	£158,400
Improved access between Ratho Station and A8 along Station Road	£458,200	£659,800
Improved Station Road/A8 access for cyclists	£440,800	£634,800
Total	£5,345,600	£7,697,500
Public transport		
Broxburn to Newbridge Roundabout bus lane	£3,124,700	£4,499,600
Station Road to Newbridge Interchange bus lane	£1,112,700	£1,602,300
A8 Eastbound Bus Lane from Dumbbells to Maybury Junction	£2,567,700	£3,697,400
Bus Lane under Gogar Roundabout	£64,100	£92,300
Maybury Road Approach to Maybury Junction	£2,140,400	£3,082,200
Improved bus priority linking South West Edinburgh with the Gyle, IBG and airport (including pedestrian / cycle facilities where appropriate)	£4,480,200	£6,451,500
Upgraded Bus interchange facility at Ingliston P+R	£3,000,000	£4,320,000
Kilpint Park and Ride	£5,500,000	£7,920,000
New Tram Stop	£1,000,000	£1,440,000
Total	£22,989,800	£33,105,400
Road		
Link Road Part 1 Dual Carriageway	£6,301,000	£9,073,400
Link Road Part 2 Single Carriageway	£2,813,900	£4,052,000
Segregated Link Road cycle route	£1,115,000	£1,605,600
Development Link Road Main Street Carriageway	£5,634,900	£8,114,300
Dualling of Eastfield Road Phase 1	£1,802,900	£2,596,100
Dualling of Eastfield Road Phase 2	£1,143,000	£1,645,900
Dumbbells Roundabout Improvement	£1,203,000	£1,732,400
Dumbbells westbound off-slip signals	£865,200	£1,245,900
MOVA improvements at Newbridge, Dumbbells, Gogar/Maybury	£1,510,000	£2,174,400
Newbridge additional lane from M9 onto A8	£581,300	£837,100
A8 Gogar Roundabout – 4 lane northern circulatory improvement	£1,699,200	£2,446,800
Gogar to Maybury additional eastbound traffic lane	£20,833,300	£30,000,000
CEC Maybury improvement scheme	£1,294,500	£1,864,100
Total	£46,797,200	£67,388,000
Grand total	£75,132,600	£108,190,800

Appendix 2 – WETA Relief Road Diagram

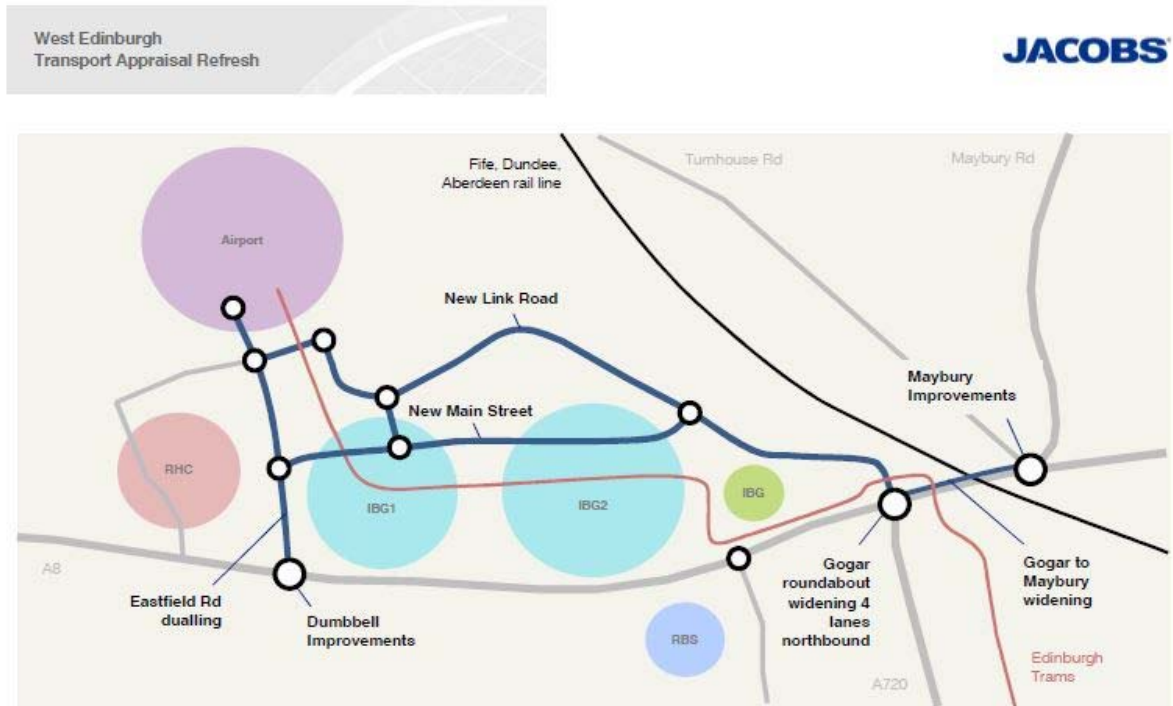


Figure 6.7: Indicative layout of new development Link Road / Main St, Eastfield Rd dualling and junction improvements