

10. GRANTON WATERFRONT

Local Plan Objectives

- To promote the regeneration of the Granton Waterfront area as a vibrant, new residential and business quarter of the city.
- To provide the framework for high quality, higher density, forms of development and a unified approach to layout and building design.
- To ensure that close physical and social links are created between the Waterfront area and neighbouring communities.

Background

- 10.1 The regeneration of the Granton Waterfront area is the most significant development proposal included in the West Edinburgh Local Plan. The Plan provides for the regeneration of some 140 hectares of predominantly industrial and derelict land through mixed use proposals, involving a range of public and private sector bodies. The scale of the area and the potential quality of the site and its setting offers the opportunity to take a new and innovative approach to its redevelopment. The challenge is to achieve distinctive and well designed new urban quarters for the city, incorporating the principles of sustainability. A key objective is to spread the benefits of regeneration in terms of new houses and job opportunities, and new community assets, into neighbouring communities.
- 10.2 In recognition of the potential of the site, the Council, in October 1997 and in conjunction with SEEL and Scottish Homes, initiated the concept of a mixed use regeneration of the area. An initial study of the area with ideas for its future was commissioned from planning consultants, to establish a broad vision for the area. This led to the preparation and publication of the document 'Edinburgh's Waterfront – Granton Development Framework'. In order to develop these ideas further and provide an authoritative guide for redevelopment, planning consultants Llewelyn-Davies were appointed jointly by the Council, SEEL and Scottish Homes to prepare a master plan. The Waterfront Granton Master Plan was approved in principle by the Council in January 2001, to operate as supplementary planning guidance, enlarging on the provisions of this Local Plan where necessary.

Policy Context

- 10.3 The 1994 Lothian Structure Plan identified the Granton Waterfront area as part of the industrial land supply, on which industrial redevelopment proposals should be supported. It also recognises that some brownfield former industrial sites are no longer suitable for industrial/business use or are surplus to requirements. In such circumstances, other uses, particularly housing, are to be supported. As part of its urban regeneration objectives, the Structure Plan supports developments in disadvantaged areas which provide business and training opportunities, improve and widen housing choice and enhance community facilities and open space.
- 10.4 Government policy, as expressed in various National Planning Policy Guidelines (NPPGs), supports in general terms the Council's objectives for the Waterfront. In particular, it stresses the importance of making the most effective use of urban land in trying to meet the demand for new housing, and in achieving high quality, sustainable forms of development which minimise their impact on the environment and transport infrastructure.

Policies and Proposals

Design Principles

- 10.5 The Master Plan provides a detailed development and design solution for the Waterfront area it covers. It is in its broad elements acceptable to the Council and should allow a well structured environment and high quality design to emerge over time. It is not intended to be rigidly applied, especially as in the course of implementation, which could take fifteen years, different development needs and opportunities are likely to emerge. A more pragmatic and flexible approach is therefore required. Nevertheless, it will be a material consideration when development is proposed, and the responsibility will be on any developer proposing departures to show why these should be accepted and what the consequences of accepting these for the master plan area as a whole would be.
- 10.6 The key design elements which the master plan promotes and which are incorporated in this Plan as standard requirements are:
- a network of thoroughfares and green spaces which will define optimal blocks for built development and generate a fine-grained, clear and permeable pattern of development, laid out to reflect local topography and landscape features, open up views of the Forth and landmark buildings and connect with surrounding neighbourhoods (see Figure 10.1 for an indication of the development block pattern);
 - relatively dense development of an urban scale and quality, with average building heights of 3 and 4 storeys, but varied with higher buildings at key locations to create diversity and visual interest;
 - a network of purposefully-designed, attractive green spaces to provide in particular a landscaped waterfront and a centrally positioned public amenity and setting for Caroline Park House, and to preserve existing mature trees and the existing Granton pond;
 - a high and consistent standard of building design having regard in particular to the character of primary thoroughfares and green spaces, and the degree of containment and continuity of urban frontages necessary to create a sense of place and local identity around these;
 - the creation of four urban quarters in which a more individual and distinctive character can be nurtured;
 - effective development phasing, to ensure that housing and business development proceeds in step with the provision of infrastructure, local services and amenities.

Policy GRA 1 – Design Requirements

All proposals for new development in the Granton Waterfront plan area should have regard to the overall development framework and design principles contained in the Master Plan. Proposals which depart from the provisions of the Master Plan must demonstrate that overall coherence can be maintained.

Land Use Requirements

- 10.7 Housing and business/industry should be the predominant land uses overall in the Granton Waterfront area. Some 5000 new homes is the estimated capacity and target provision for the area, whether for owner occupation or rent, including an appropriate level of affordable housing as provided for in policy H6 of this Plan. A greater number of houses may be found to be practical and may be permitted, but not at the

expense of urban quality, and subject also to all necessary infrastructure being provided.

- 10.8 A significant element of new business and industrial development is also sought, to provide an additional economic land resource for the city, assist in opening up employment opportunities for neighbouring communities and achieve a balanced mix of uses within the area. The physical capacity of the area indicated in the master plan is for up to 367,000 m² of new floorspace, but it is recognised that this high level of economic activity would only be acceptable, and could only be achieved, if linked to a substantial enhancement of the accessibility of the area by public transport, especially to the city centre.
- 10.9 Two new local centres are proposed, to provide focal points for local shopping and the majority of other service and leisure activity, both as supported by Policy R3 in this Plan. The total of retail, leisure, health and other community uses proposed, distributed between both centres, is 11,500 m² (gross), including supermarket provision of up to 6,000 m² (gross).
- 10.10 Sites are proposed in the Master Plan for two primary schools (see para 10.16). The Master Plan also proposes, without identifying a specific site, that the area may be suitable for the relocation of one of the city's expanding institutions of higher education. The Council accepts that proposition in principle, whilst recognising that this is likely to be at the expense of some of the proposed new housing or business floorspace.
- 10.11 No formal system of land use designation is proposed for the Master Plan area. Instead, the Proposals Map identifies the four basic quarters within each of which a more individual character is to be nurtured. Planning applications for sites within each quarter will be expected therefore to contribute broadly towards the overall mix of uses and development targets specified below. Figure 10.2 shows an indicative land use mix. The four urban quarters proposed are:
- Granton Village and Harbour
 - The Park
 - The Plateau
 - The Foreshore

Proposal WG1: Granton Village and Harbour

- 10.12 This quarter contains Granton Harbour. The key features are:
- A marina in the western harbour of Granton Harbour and ancillary facilities
 - A concentration of local shopping and other service activities in West Harbour Road to create a local centre
 - A primary school
 - Business and general industrial uses
- The capacity of this quarter is likely to be for between 2,200 and 2,800 houses, 15,000 - 90,000 m² gross floorspace for business (class 4) use and 18,000 – 24,000 m² gross floorspace for general industrial use.

Proposal WG2: The Park

- 10.13 This quarter will include the main entry to the master plan area from the south, and development of the 'gateway' sites should be appropriate to the location. The quarter will also contain a major public open space and development on its boundaries will define its character and should be suitably imposing. The key components of the quarter are:

- Parkland providing a setting for Caroline Park House and a public amenity – likely to account for about one half of the total area of this quarter
 - Business and/or higher education institution along the western boundary of the new park
 - Sports centre
 - Housing
 - Upgrading of the National Museums of Scotland’s research centre
- The capacity of this quarter is for some 400 – 450 houses, 13,000 – 58,000 m² gross floorspace for business use and 2,000 – 3,000 m² floorspace for general industrial use.

Proposal WG3: The Plateau

- 10.14 This quarter is the current gas works site. New development should seek to build strong visual and functional links with neighbouring communities on the south side of West Granton Road. The framework structure surrounding the central of the three gas holders is a listed building which should be retained as a local landmark. Key land use components will be:
- A mix of housing and businesses uses
 - A local centre which will be the larger of the two centres proposed for the master plan area, and include a supermarket
 - A primary school, centrally located in relation to this quarter and the ‘Foreshore’ quarter
 - Open space including the retention of Granton pond and existing mature woodland belts
- The capacity of the quarter is for between 1,500 – 1,850 houses and 70,000 – 80,000 m² gross floorspace for business use.

Proposal WG4: The Foreshore

- 10.15 The foreshore is planned as a residential neighbourhood.
- Predominantly housing development
 - Additional shopping and community facilities if required
 - Retention of existing woodland and additional planting along the ‘Brae’, the more steeply sloping ground which defines the southern edge of this quarter
 - A coastal walk along the foreshore, linking back with the proposed parkland around Caroline Park House.
- This quarter should deliver between 900 – 1,400 houses and 2,000 – 8,000 m² floorspace for business use.

Policy GRA2 – Land Use Requirements
Within each of the identified quarters (Proposals WG1 – WG4), development will be permitted which contributes to the broad mix of land uses and quantity of development indicated as being broadly acceptable, subject to all other relevant requirements of this Local Plan and the Master Plan also being satisfied. Proposals for individual sites may themselves be required to include an appropriate mix of uses if necessary for the achievement of distinct urban quarters.

Infrastructure provision

Education and New Housing

- 10.16 The housing development proposed will give rise to a need for two additional non-denominational two-stream primary schools. Sites will be required for these within the Master Plan area, one towards the west and one towards the east on West Harbour Road. A site reservation for a school will need to form part of the proposals for the quarter WG3 ‘The Plateau’, but should be centrally located to serve housing

development within both the 'Plateau' and the 'Foreshore' quarters. . The first school will be needed at a relatively early stage, no later than two years after the completion of the first houses in these quarters. Although the second primary school may not be required until a later stage, probably after 8 years of housing development, a site will need to be reserved. The south side of West Harbour Road in WG1 'Granton Village' is regarded as the optimum location for this school. The normal requirement for a primary school is a site area of two hectares.

- 10.17 Educational needs can otherwise be met by the refurbishment or expansion of capacity in existing schools, namely, Granton and Royston Primary Schools to cater for demands before the new primary schools are built, and St. David's RC Primary School and Craigrayston High School. As stated in Policy H15 of this Plan, the costs of all necessary school refurbishment, expansion and new construction, including site acquisition, will be borne by housing developers on the basis of formulae agreed by the Council to ensure a fair distribution of these. Contributions will be sought from housing developers at the time of making planning applications and secured by means of legal agreements entered into before consents are issued.

Transport Requirements

- 10.18 The broad requirement will be for a transport network which prioritises the movement needs of pedestrians, cyclists and public transport users, focuses on the main centres of activity and creates links with surrounding communities. The Master Plan proposes a layout, the essential elements of which are reproduced in this Plan (see Figure 10.3). It may be interpreted flexibly, and alignments at variance with what is shown on the Master Plan may be acceptable, provided the consequences for the Granton Waterfront area as a whole are acceptable and do not disadvantage other landowners or developers. The essential layout requirements are:
- A new primary access road making a relatively direct connection between West Granton Road at its junction with the new Southern Access Road and West Harbour Road/Granton Square, providing access to the proposed neighbourhood shopping centres and major employment sites;
 - A reservation for a possible light rapid transit (LRT) making the same connections, but not necessarily on the same alignment;
 - A hierarchy of routes to meet access needs and create a clear framework for development, prioritising public transport, walking and cycling. This is to be designed to 20 mph maximum speed standards and should include an east-west spine between Marine Drive and West Harbour Road/Granton Square to allow the extension of bus routes through the site;
 - A network of safe, attractive and direct pedestrian routes and cycle ways provided as an integral part of the layout design, focusing on the two proposed local school sites, other centres of activity and public open spaces, and linking with the wider city pedestrian/cycle network;
 - Car parking provided unobtrusively, behind or under built development as far as practical, and in a manner which would allow reduction over time and its replacement with further development as public transport accessibility builds up.
- 10.19 The above are integral components of the development of the Master Plan area, and are all to be provided by developers at no cost to the Council. In addition, it will be necessary for developers to undertake a range of off-site measures on roads and land outwith the Master Plan area, to offset the predicted detrimental impact of development on the surrounding environment and communities. The essential requirements in respect of these off-site measures are:

- Speed reduction measures on West Granton Road, including reduction of carriageway widths at selected points, to assist integration of the Master Plan area with surrounding communities;
- Extension of the provision for pedestrians and cyclists, and the public transport (LRT) reservation eastwards alongside Lower Granton Road;
- Bus priority, bus enhancement, junction improvements and other associated works on five transport corridors in the surrounding area (extending east towards Leith, west towards Silverknowes and south towards the city centre).

10.20 These measures will assist in meeting the transport needs of the development and offset detrimental impacts on the surrounding network in the short to medium term. These measures have been assessed by the Council on the basis of the Master Plan area proposals as a whole. They will however require to be funded substantially by developers. A proportional contribution will be sought from developers at the time of making planning applications.

10.21 It is recognised that the opportunity for improving bus journey times using the existing road network is limited and will not be sufficient to encourage the modal transfer to buses which is sought in the Council's Local Transport Strategy. The pressure of car borne travel on the road network will increase as the development of the Waterfront proceeds. It is therefore proposed to give consideration to the development of one or more light rapid transit links with the city centre. The route options for this will be evaluated, but will include the disused railway line which extends from West Ferry Road to Roseburn. This has potential for segregated LRT use, and is safeguarded for this purpose in this Plan. The major source of funding for this will need to come from the public sector. It is unlikely to be achieved until the later stages of development. The prospect of such a system will nevertheless greatly enhance the attractiveness of developments, with a consequent increase in land values and broadening of development potential. The Council will seek to adopt and safeguard the necessary reservations both within the Master Plan area and beyond, and will seek transfers of these where necessary from landowners as planning benefits.

Policy GRA3 – Infrastructure Provision

Planning applications for development must address the infrastructure requirements of the Master Plan area as a whole, and include proposals for making an appropriate and proportionate contribution to the cost of meeting these requirements, before consideration will be given to the grant of consent.

Implementation

10.22 The objectives set out in the Master Plan and this Local Plan will be assisted by the relatively small number of landowners involved, and the extent of the three main ownerships, those of Waterfront Edinburgh, the Lattice Group (formerly British Gas) and Forth Ports. Nevertheless, a degree of co-ordination of development proposals will be necessary, and in particular, it will be essential to guard against small-scale, incremental development which could compromise the proper planning of the wider area or reduce the opportunities available on adjoining sites. Therefore, the basic principle will be established that development proposals, to be favourably considered by the Council, must be based on one or more development blocks. A block will be an area of development surrounded on all four sides by public thoroughfares or public open spaces. Figure 10.1, included in this chapter and derived from the Master Plan, gives an indication of these development blocks and the network of thoroughfares which defines them. This may be interpreted in different ways. But, if proposals

which involve a significant departure from the master plan are to be favourably considered, the applicant must demonstrate that the consequences of doing so have been addressed and will themselves result in an acceptable form of development.

- 10.23 Where there are different interests and patterns of land ownership involved, the Council will encourage a joint approach to the formulation of development proposals, one that demonstrates that comprehensive and high quality development can be achieved and infrastructure requirements satisfied. If it proves difficult to deliver a realistic and comprehensive form of development in accordance with the Council's objectives, and failure to do so would result in a key development component not being provided or unacceptably delayed, the Council will have recourse to the use of compulsory purchase powers. This will in any case be pursued for a relatively small number of properties where it is already apparent that site assembly led by the Council is necessary to achieve the proper planning of a wider area. In exercising compulsory purchase powers, the Council will pay special attention to the need to avoid the displacement from the area of active businesses and any consequent employment loss. It is hoped that satisfactory alternative locations can be found where necessary.

Policy GRA4 - Implementation at Granton Waterfront

Planning permission will not be granted for :-

- **incremental or small-scale proposals if these would compromise the comprehensive and proper planning of the Granton Waterfront area as a whole, or the proposed development block framework; or**
- **proposals that fail to demonstrate how they will be effectively integrated into the overall development concept set out in the approved Master Plan.**