

Policy Context and Trade-Offs



Policy Context and Trade-Offs



Prepared by:

Steer
14-21 Rushworth Street
London SE1 0RB

+44 20 7910 5000
www.steergroup.com

Prepared for:

City of Edinburgh Council
City Of Edinburgh council
Waverley Court
4 East Market Street
EH8 8BG

Client ref:
Our ref: 23673608

Contents

1	Introduction.....	1
	Overview.....	1
2	Policy Context.....	2
	Introduction.....	2
	National context.....	2
	Regional context.....	7
	City of Edinburgh context.....	10
3	Transport Planning Objectives & Critical Success Factors.....	11
	Logic Map and Theory of Change.....	14
	Critical Success Factors.....	16
	Key Policy Trade-Offs.....	16
4	Policy Trade-offs.....	17
	Introduction.....	17
	To respond to climate change towards delivering net-zero.....	18
	To promote equality and inclusion.....	22
	To protect and enhance our environment.....	22
	To improve health, wellbeing & safety.....	25
	Trade-offs overview.....	29

Figures

Figure 2-1 National, regional and local policy context overview.....	2
Figure 2-2 National Transport Strategy 2 Objectives.....	3
Figure 2-3 STPR Development Process Summary.....	4
Figure 2-4 STPR2 Transport Planning Objectives (from STPR2).....	6
Figure 2-5 Indicative extent of Edinburgh and South East Scotland Mass Transit.....	7
Figure 2-6 SEStran RTS objectives.....	8
Figure 3-1 North South Tram: Logic Map.....	15
Figure 4-1 Option C Recommendation (Feb 24 TEC).....	20

Tables

Table 2-1 STPR2 Transport Planning Objectives 4

Table 2-2 City Mobility Plan Objectives 10

Table 3-1 Study Objectives: High-Level Objectives 11

Table 3-2 Study Objectives: High-Level Objectives 12

Table 3-3 Stages in the Logic Map 14

Table 4-1 Policy trade-offs overview 29

1 Introduction

Overview

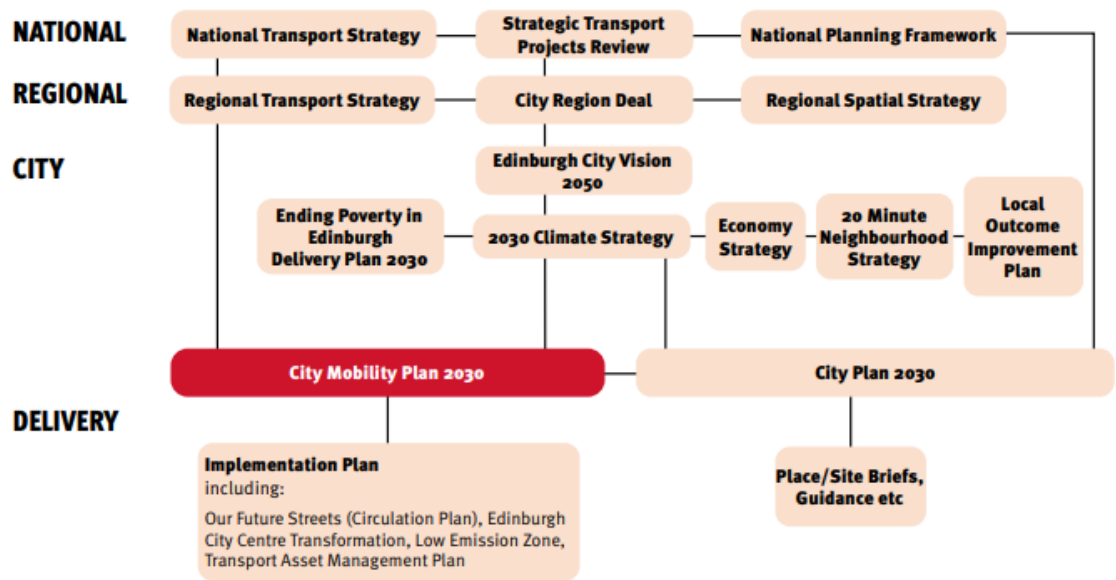
- 1.1 Expansion of the Edinburgh tram network will support delivery of a wide range of climate, equality, health, economic and safety policy goals important at a national, regional and local level. It will provide transport infrastructure to support regional population and employment growth the associated transport demand this will create. However, to ensure a tram system that best meets its specific objectives, policy trade-offs are likely due to space constraints across the city and wider region. This report considers this policy context and trade-offs. Future work will consider in greater detail how policy trade-offs will be assessed as part of the wider Options Assessment process and Multi-Criteria Assessment.
- 1.2 The report is structured as follows:
- **Policy context:** here the key national, regional and local policies are introduced;
 - **Transport Planning Objectives:** how these policies have informed the transport planning objectives for tram, associated logic map and critical success factors are considered; and
 - **Policy trade-offs:** the policy trade-offs are introduced and considered at the option level.

2 Policy Context

Introduction

2.1 Expansion of the tram network in Edinburgh has a strong policy fit at national, regional and local strategic levels. The following section explores the National, regional and City of Edinburgh local policy which is summarised in Figure 2-1 below.

Figure 2-1 National, regional and local policy context overview



Source: City Mobility Plan, City of Edinburgh Council, 2024 update

National context

National Transport Strategy 2

2.2 National Transport Strategy 2 (NTS2) was published in 2020. It sets out the vision for Scotland’s transport system for the next 20 years, underpinned by four priorities.

2.3 The NTS2 vision is:

“We will have a sustainable, inclusive, safe and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors.”

- 2.4 The overall vision of the NTS2 is underpinned by four priorities and each priority is expressed through a set of three outcomes which helps to explain the effect the policy is seeking to achieve, as shown in Figure 2-2.

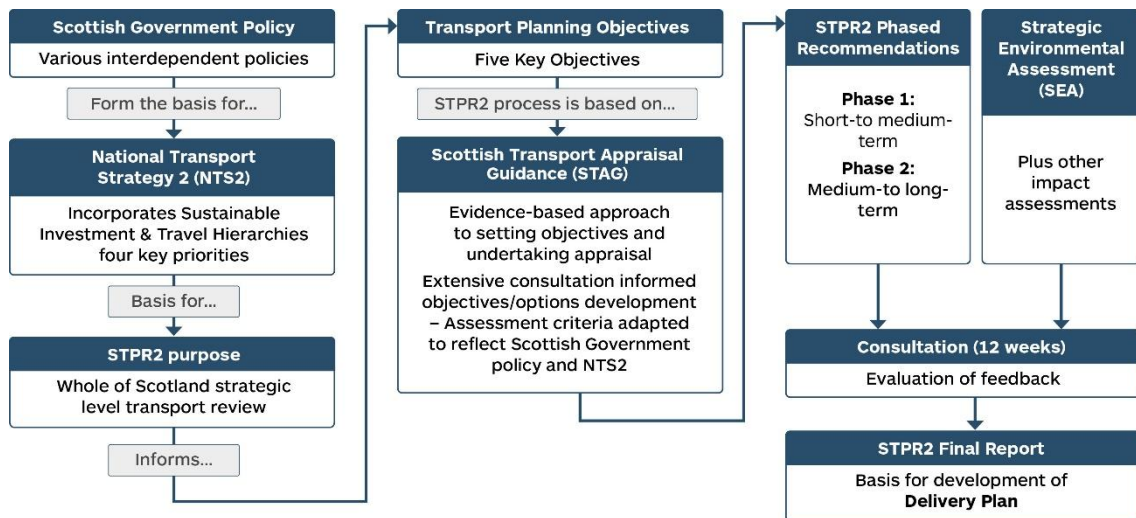
Figure 2-2 National Transport Strategy 2 Objectives



Source: NTS2, Transport Scotland, 2020

Strategic Transport Projects Review 2 (STPR2)

- 2.5 In 2019 Transport Scotland commenced the second Strategic Transport Projects Review (STPR2) to help inform transport investment in Scotland for the next 20 years. The STPR2 Final Technical Report and recommendations was published in 2022.
- 2.6 The STPR process:
- was guided by National Transport Strategy (NTS2) and aligned with other national plans such as the Climate Change Plan Update, the National Strategy for Economic Transformation (NSET) and the Revised Draft Fourth National Planning Framework (NPF4).
 - involved the development of Transport Planning Objectives in line with STAG guidance which, in turn, informed the appraisal of transport projects undertaken as part of STPR2. These objectives reflect those of the NTS but introduced 'Increase Safety and Resilience' (to ensure consistency with STAG appraisal guidance).
 - developed final recommendations including Recommendation 12 to develop "Edinburgh and South East Scotland Mass Transit" including tram (described further in para 2.9 and Figure 2-5).
- 2.7 The STPR2 process is summarised in Figure 2-3.

Figure 2-3 STPR Development Process Summary

Source: STPR2 Final Technical Report, Transport Scotland, 2022

STPR Transport Planning Objectives






- 2.8 STPR2's transport planning objectives are set out in Table 2-1 below and their alignment with the NTS2 and transport planning objectives in Figure 2-4.

Table 2-1 STPR2 Transport Planning Objectives

NTS Objective	STPR Transport Planning Objective	Sub-Objective
Takes Climate Action	A sustainable strategic transport system that contributes significantly to the Scottish Government's net zero emissions target	<ul style="list-style-type: none"> reduce the consumption of fossil fuels through a shift to more sustainable modes of transport; increase the mode share of active travel for shorter everyday journeys; increase the mode share of public transport by providing viable alternatives to single occupancy private car use; reduce emissions generated by the strategic transport system.
Reduces Inequalities	An inclusive strategic transport system that improves the affordability and accessibility of public transport	<ul style="list-style-type: none"> increase public transport mode share by connecting sustainable modes of transport to facilitate integrated journeys; improve mobility and inclusion, recognising the specific needs of disadvantaged and vulnerable users; reduce transport poverty by increasing travel choice; reduce the reliance on private car for access to key centres for healthcare, employment and education
Improves our health and wellbeing	A cohesive strategic transport system that enhances communities as places, supporting health and wellbeing	<ul style="list-style-type: none"> reduce demand for unsustainable travel by embedding the place principle in the changes to the strategic transport system; increase the mode share of active travel for shorter everyday journeys;

		<ul style="list-style-type: none"> • reduce demand for unsustainable travel arising from nationally significant growth areas, taking cognisance of the emerging NPF4.
Helps deliver inclusive economic growth	An integrated strategic transport system that contributes towards sustainable inclusive growth in Scotland	<ul style="list-style-type: none"> • increase sustainable access to labour markets and key centres for employment, education and training; • increase competitiveness of key domestic and international markets, by reducing costs and improving journey time reliability for commercial transport; • increase resilience of accesses to key domestic and international markets to encourage people to live, study, visit and invest in Scotland; • increase the mode share of freight by sustainable modes; • unlock housing development sites through provision of sustainable transport links to employment, education, health and leisure opportunities.
Increases Safety and Resilience	A reliable and resilient strategic transport system that is safe and secure for users	<ul style="list-style-type: none"> • improve resilience from disruption through adaption of Scotland's trunk road, rail and strategic ferry infrastructure; • reduce transport related casualties in line with reduction targets; • improve resilience through climate change adaptation within the management and maintenance of trunk road, rail and ferry infrastructure; • improve perceived and actual security of the strategic transport system.

Figure 2-4 STPR2 Transport Planning Objectives (from STPR2)

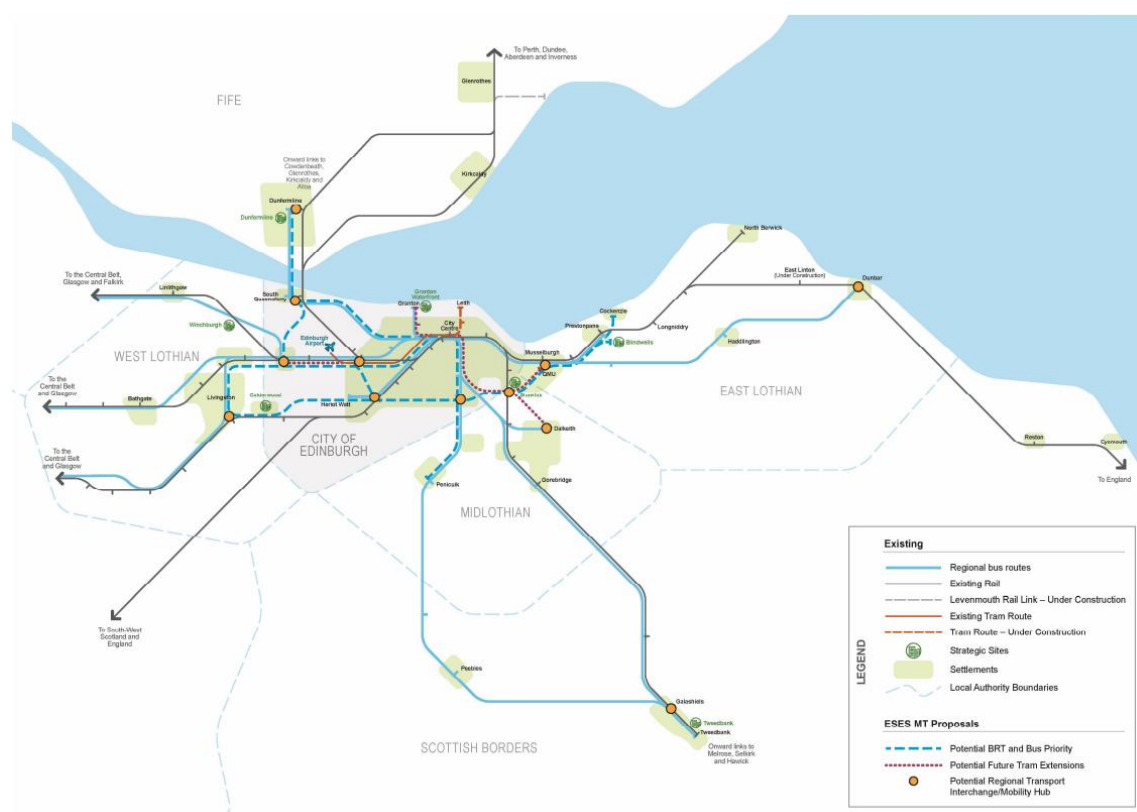
Key objectives	STPR2 aligns with and supports Scottish Government policies	STPR2 meets the second National Transport Strategy (NTS2) priorities	STPR2 reflects NTS2's Sustainable Investment and Travel Hierarchies	STPR2 meets Transport Planning Objectives to deliver:	STPR2 recommendations meet its stated purpose to:
 Takes climate action	Climate Change Plan Update (2020) & Route Map target net zero Carbon by 2045 and a world leading 20% reduction in car km by 2030	Takes climate action	Reducing the need to travel unsustainably	A sustainable transport system that contributes to net zero emissions target	Create better connectivity with sustainable, smart, cleaner transport options
 Addresses inequalities & accessibility	Delivering a Just Transition to net zero in a way that delivers fairness and tackles inequality Addressing Child Poverty	Reduces inequalities	Enhances choice and access to active travel and public transport	An inclusive transport system that improves affordability/ accessibility of public transport	Improve accessibility for residents, visitors and business
 Improves health & wellbeing	Cleaner Air For Scotland 2 (2021) & Delivery Plan – STPR2 recommendations will deliver further air quality improvements	Improves our health & wellbeing	Priority given to walking and wheeling, then cycling	A cohesive transport system that enhances communities as places – supporting health/ wellbeing	Create better connectivity with sustainable, smart, cleaner transport options
 Supports sustainable economic growth	The draft Fourth National Planning Framework (NPF4) – presents the opportunity to embed the importance of “place” across land-use planning and transport. Scotland's National Strategy for Economic Transformation sets out the priorities for Scotland's economy and recognises the role of transport investment in enabling and sustaining Scotland's economic growth.	Helps deliver inclusive economic growth	Making better use of existing capacity	An integrated transport system that contributes to sustainable inclusive growth	Enable and sustain economic growth Improve accessibility for residents, visitors and business
 Increases safety & resilience	National Transport Strategy 2 and Scotland's Road Safety Framework to 2030	Increases the safety of the transport system and meets casualty reduction targets	Maintain and safely operate existing assets	A reliable and resilient transport system – safe and secure for users	Improve accessibility for residents, visitors and business

Source: STPR2 Final Technical Report, Transport Scotland, 2022

Edinburgh and South East Scotland Mass Transit in STPR2

- 2.9 Recommendation 12 in STPR2 relates to Edinburgh & South East Scotland Mass Transit. The review recommends that Transport Scotland works with regional partners to develop and enhance the cross-boundary public transport system for the Edinburgh and South East Scotland region, potentially comprising tram and bus-based transit modes including bus rapid transit (BRT) and bus priority measures. This would complement and integrate with the region's current bus, tram and heavy rail networks, to provide improved connectivity between Edinburgh and the surrounding communities in the region, as well as more direct connections between communities outside Edinburgh.

Figure 2-5 Indicative extent of Edinburgh and South East Scotland Mass Transit



Sources: STPR2 Final Technical Report, Transport Scotland, 2022

Regional context

Regional Transport Strategy

- | | |
|------|--|
| 2.10 | This Regional Transport Strategy (RTS) for the South-East of Scotland was prepared by the South-East of Scotland Regional Transport Partnership (SEStran). It covers SEStran's eight constituent local authorities provide a strategic framework for transport management and investment for the Partnership area. |
| 2.11 | The RTS was developed within the policy framework provided by NTS2 and its four strategic priorities as well as defining a Sustainable Travel Hierarchy. The four priorities and hierarchy were used to guide the development of this RTS. |
| 2.12 | The RTS has the following vision: |

A South-East of Scotland fully integrated transport system that will be efficient, connected and safe; create inclusive, prosperous, and sustainable places to live, work and visit; be affordable and accessible to all, enabling people to be healthier; and delivering the region's contribution to net zero emissions targets.

- 2.13 The vision is supported by four objectives and associated desirable societal outcomes as summarised in Figure 2-6 below.

Figure 2-6 SEStran RTS objectives



Source: SEStran 2035 Regional Transport Strategy, SEStran, 2022

The RTS includes twelve mobility themes mapped to the four strategic objectives with each theme having a range of associated policies and actions. In terms of tram this is considered within the mobility theme of “Enhancing and extending rail services”. This theme includes a policy

“Implementation of an Edinburgh & South East Scotland Mass Transit system is supported in principle and should explore further opportunities to expand the regional light rail and tram network.”

And an associated action of:

“Undertake appraisal and business case development for an Edinburgh & South East Scotland Mass Transit system including new light rail and tram links within the region, based on a ‘settlement connectivity’ review.”

Regional Transport Strategy Deliver Plan

- 2.14 The Regional Transport Strategy Delivery Plan provides a mechanism to assess and prioritise regional projects required over the next ten years to realise the ambitions of the Regional Transport Strategy, supporting the economic and net-zero goals of the Regional Prosperity Framework. The Regional Transport Strategy Delivery Plan complements STPR2, highlighting projects within and outside the plan that contribute to a shared vision.
- 2.15 In Summer 2023, SEStran and ESESCRD set out an agreement on how both bodies will align their activities to ensure that regional plans can deliver shared outcomes through targeted transport interventions and how new transport interventions will progress, from strategy to delivery.
- 2.16 During 2024/25, a matrix of local authority projects was created, assessed using a Multi Criteria Assessment tool and scored against four criteria: regional benefit; regional prosperity; framework goals or Falkirk and Clackmannanshire local economic priorities; RTS themes; and

Deliverability. Proposals, including mass transit, will be assessed and prioritised through this process.

Regional Spatial Strategy

- 2.17 The Planning (Scotland) Act 2019 introduced a new duty requiring local authorities to prepare a Regional Spatial Strategy (RSS). The RSS is a long-term spatial strategy for the strategic development of Edinburgh and South East Scotland City Region. Key themes include:

- Regional recovery and renewal including tackling inequality, environmental improvement and economic renewal;
- Adaptable, a more resilient region, including tackling climate change, building design and conservation.
- Accessible region including connectivity, infrastructure delivery and sustainable housing sites.

The RSS includes reference to mass rapid transit by tram or guided bus through north/south Edinburgh with cross boundary regional links to east, south and west, which would connect key development sites within the city, such as the Waterfront (both at Granton and Seafield) and the Bio Quarter / regional hospitals and for West Edinburgh, providing connectivity within the city and the city region to harness their full potential to provide necessary homes and nationally significant employment opportunities.

City Region Deal

- 2.18 The Edinburgh and South-East Scotland City Region (the city region) comprises of the local authorities of City of Edinburgh, East Lothian, Fife, Midlothian, Scottish Borders, West Lothian. In 2022, the region had a population of 1.4m, just under 700,000 jobs and GVA of £44.87 billion. This evidence's the significant role of the regional economy.
- 2.19 Supporting growth in Edinburgh and the SE Scotland region is therefore critical to the success of the overall economy. This means a need to attracting inward investment, support housing growth and Strategic Employment Sites.
- 2.20 Despite the region's success economically, there remain significant challenges in terms of economic and health inequality, the climate challenge and wider environmental considerations.
- 2.21 The City Region Deal aims to accelerate growth, create new economic opportunities and new jobs that will help to reduce inequalities. The City Deal has five themes:
- Theme 1: Accelerating inclusive growth
 - Theme 2: Removing physical barriers to growth
 - Theme 3: A significant programme of construction
 - Theme 4: Targeted employability and skills interventions
 - Theme 5: Social benefit through innovation.
- 2.22 Theme 2 emphasises the unlocking physical barriers to growth including housing and transport connectivity, as a key component of the City Region Deal.

City of Edinburgh context

City Plan 2030

- 2.23 CEC prepared Edinburgh’s new local development plan, named City Plan 2030, which sets out the strategy for development, proposals and policies to shape, development and inform planning decisions in the city over the next 10 years and beyond. It was approved in 2022. The plan includes a

City Mobility Plan

- 2.24 The City Mobility Plan (CMP), approved in 2021 and updated in 2024, is fully consistent with National and Regional policies as depicted in Figure 2-1. The CMP sets out the Council’s strategic approach to the sustainable, safe and effective movement of people and goods around Edinburgh up to 2030. It has the following vision:

“Edinburgh will be connected by a safer and more inclusive net zero city transport system delivering a healthier, thriving, fairer and compact capital city and a higher quality of life for all residents.”

- 2.25 This vision is supported by three high level aims and nine supporting objectives as set out in Table 2-2.

Table 2-2 City Mobility Plan Objectives

CMP aim	CMP Objective
People: To improve health, wellbeing, equality and inclusion	<ul style="list-style-type: none">• Encourage behaviour change to support the use of sustainable travel modes.• Ensure that transport options in the city are inclusive and affordable.
Movement: To support inclusive and sustainable economic growth and respond to climate change:	<ul style="list-style-type: none">• Increase the proportion of trips people make by active and sustainable travel modes.• Improve sustainable travel choices for all travelling into, out of and across the city.• Reduce harmful emissions from road transport.• Improve the safety for all travelling within our city.• Maximise the efficiency of our streets to better move people and goods
Place: To protect and enhance our environment	<ul style="list-style-type: none">• Reduce the need to travel and distances travelled.• Reduce vehicular dominance and improve the quality of our streets

3 Transport Planning Objectives & Critical Success Factors

- 3.1 Scottish Transport Appraisal Guidance (STAG) requires the setting of specific, measurable, achievable, realistic and timebound (SMART) Transport Planning Objectives (TPOs) which must capture the essence of the evidence-based problem to be addressed or opportunity being undertaken.
- 3.2 The TPOs for N-S Tram reflect:
1. TPO objectives directly reflecting the policy outcomes based on national, city and regional objectives;
 2. TPOs for Tram – development of sub-objectives that reflect specific ways in which tram could support / impact on specific objectives; and
 3. Aligned with STAG appraisal criteria (against which scheme will be appraised)
- 3.3 The TPOs are provide in Table 3-1.

Table 3-1 Study Objectives: High-Level Objectives

NTS2	STPR2 TPOs	City Plan 2030	City Mobility Plan	Updated High-Level Policy Objectives
Helps our economy prosper <ul style="list-style-type: none"> • Will get us where we need to get to • Will be reliable, efficient and high quality • Will use beneficial innovation 	An integrated strategic transport system that contributes towards sustainable inclusive growth in Scotland	<ul style="list-style-type: none"> • A city where everyone shares in its economic success 	Movement: To support inclusive and sustainable economic growth and respond to climate change	To support inclusive and sustainable economic growth
Takes climate action <ul style="list-style-type: none"> • Will adapt to the effects of climate change • Will help deliver our net-zero target • Will promote greener, cleaner choices 	A sustainable strategic transport system that contributes significantly to the Scottish Government's net zero emissions target			To respond to climate change towards delivering net-zero

Promotes equality <ul style="list-style-type: none"> • Will be affordable for all • Will be easy to use for all • Will provide fair access to the services we need 	An inclusive strategic transport system that improves the affordability and accessibility of public transport	<ul style="list-style-type: none"> • A city in which everyone lives in a home which they can afford • A city where you don't need to own a car to move around 	People: To improve health, wellbeing, equality and inclusion	To promote equality and inclusion and help tackle the city's housing emergency
Improves our Health and wellbeing <ul style="list-style-type: none"> • Will be safe and secure for all • Will enable us to make healthy travel choices • Will help make our communities great places to live 	A cohesive strategic transport system that enhances communities as places, supporting health and wellbeing	<ul style="list-style-type: none"> • A sustainable city which supports everyone's physical and mental wellbeing 	Place: To protect and enhance our environment	To improve health, wellbeing & safety To protect and enhance our environment
Increases Safety and Resilience	A reliable and resilient strategic transport system that is safe and secure for users			

Table 3-2 Study Objectives: High-Level Objectives

Updated High-Level Policy Objectives	Transport Planning Objectives (TPOs) = what tram seeking to achieve. Impacts/trade-offs = Key consideration and trade-offs	STAG Appraisal Criteria
To support inclusive and sustainable economic growth	Objectives <ul style="list-style-type: none"> • To support economic growth at the city, region and national level • To support the development and success of Strategic Development Areas • To ensure growth is inclusive and sustainable 	Economy <ul style="list-style-type: none"> • Transport Economic Efficiency (TEE) covers the benefits ordinarily captured by standard cost-benefit analysis – including traffic volumes, journey times, user frustration or travel time reliability. • Wider Economic Impacts (WEIs) refer to any economic impacts which are additional to transport user benefits. How might the option help attract new jobs, help existing businesses, open appropriate land for development?
To respond to climate change towards delivering net-zero	Objectives <ul style="list-style-type: none"> • Encourage mode shift to more sustainable modes of transport • Improve the attractiveness of public transport through increased efficiency, journey time reliability and service quality 	Climate Change <ul style="list-style-type: none"> • Greenhouse Gas Emissions • Vulnerability to the Effects of Climate Change • Potential to Adapt to the Effects of Climate Change

	<ul style="list-style-type: none"> Support sustainable land-use development, aligned with spatial planning and development policies <p>Key Impacts (Trade-Offs)</p> <ul style="list-style-type: none"> Ecology, biodiversity and network resilience (Roseburn) 	
To promote equality and inclusion and help tackle the city's housing emergency	<p>Objectives</p> <ul style="list-style-type: none"> Increase public transport accessibility to jobs, education, healthcare and leisure, especially for disadvantaged and vulnerable users. Improve mobility through improving the physical accessibility of transport. <p>Key Impacts (Trade-Offs)</p> <ul style="list-style-type: none"> Affordability of public transport 	<p>Equality and Accessibility</p> <ul style="list-style-type: none"> Public Transport Network Coverage Active Travel Network Coverage Comparative Access by People Group Comparative Access by Geographic Location Affordability
To improve health, wellbeing & safety	<p>Objectives</p> <ul style="list-style-type: none"> Reduce collisions and casualties from road transport through modal-shift to safer public transport and active travel methods. Increase safety and security of the transport network. Increase the attractiveness of the active travel network and increase active travel use. Improve local air quality <p>Key Impacts (Trade-Offs)</p> <ul style="list-style-type: none"> Impact on key designations including the Green-Blue Network and Local Nature Conservation Area 	<p>Health, Safety and Wellbeing</p> <ul style="list-style-type: none"> Accidents Security Health Outcomes Access to Health and Wellbeing Infrastructure Visual Amenity
To protect and enhance our environment	<p>Objectives</p> <ul style="list-style-type: none"> To protect and enhance the built and natural environment and support the enhancement of 'place'. <p>Key Impacts (Trade-Offs)</p> <ul style="list-style-type: none"> Biodiversity and habitats Heritage 	<p>Environment</p> <ul style="list-style-type: none"> Biodiversity and Habitats Geology and Soils Land Use (including Agriculture and Forestry) Water, Drainage and Flooding Air Quality [under Environment in STAG, but should be health] Historic Environment Landscape Noise and Vibration

Logic Map and Theory of Change

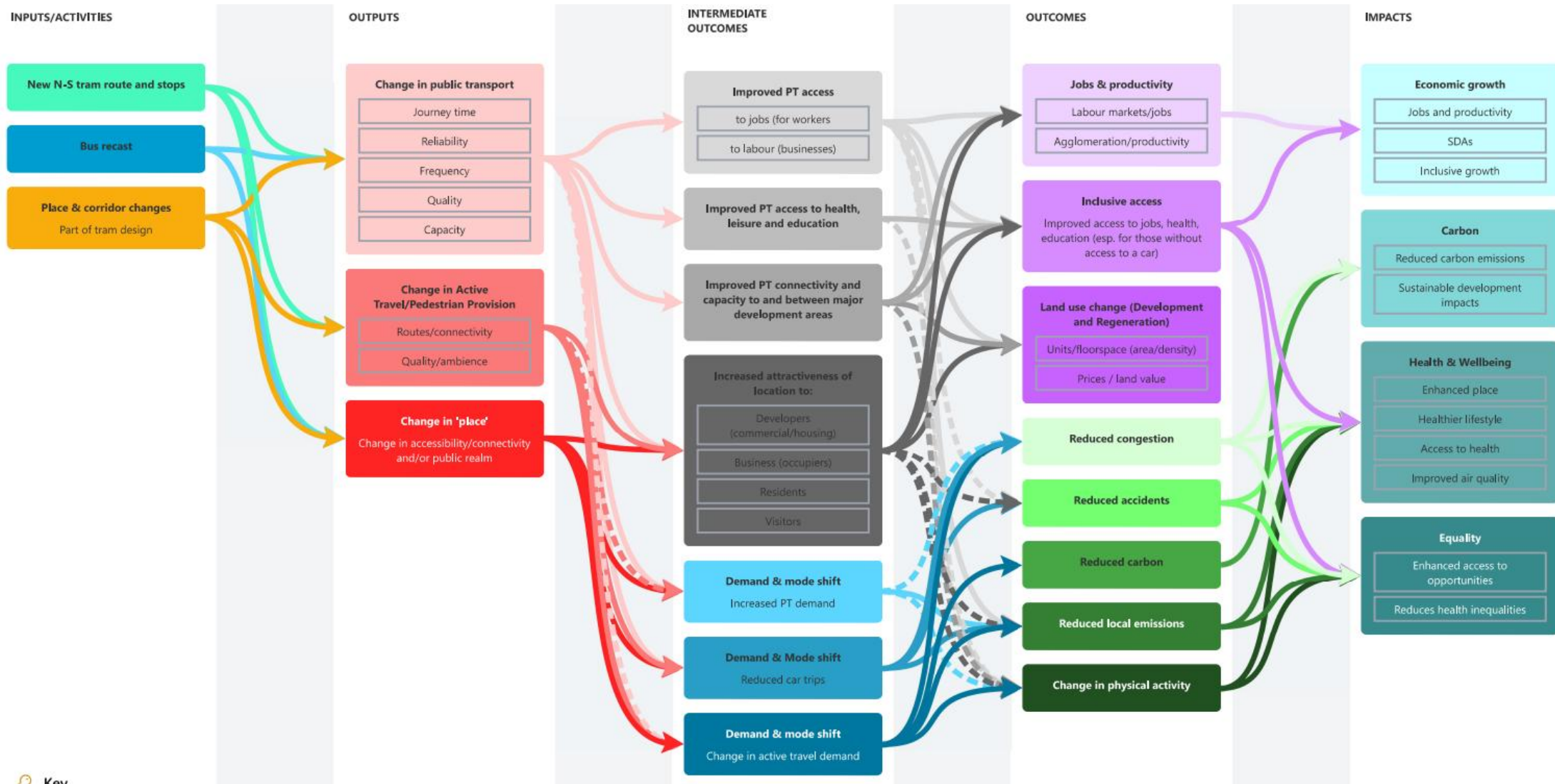
- 3.4 In the early stages of development of a scheme it is important that there is a clear understanding of the theory of change driving the need for the scheme. This understanding of how the planned intervention will lead to transport, social, environmental and economic outcomes and impacts underpins the strategic case.
- 3.5 This understanding can be developed through a ‘theory of change’, which requires:
- an understanding of how the intervention is expected to work in practice, e.g. the problem the intervention aims to address;
 - the change it aims to bring about and;
 - the causal chain of events that are expected to bring about the change
- 3.6 This theory of changes can be depicted and summarised through the development of a logic mapping approach. Table 3-3 summarises the stages in the logic map showing the intended inputs, outputs, outcomes (intermediate), outcomes and impact which underpin the rationale for the investment.

Table 3-3 Stages in the Logic Map

Stage	Description
Inputs	The resources employed to deliver the intervention: <ul style="list-style-type: none"> • Costs, resources (e.g. staff), activities
Outputs	What the scheme delivers ‘on the ground’ in terms of: <ul style="list-style-type: none"> • Tram: Route coverage, Frequency, Operating hours, Journey times, Capacity, Accessibility • Changes to provision for other modes e.g. bus recast, change in active mode provision, public realm
Intermediate outcomes	The ‘first order’ changes that the intervention brings as a result of the transport enhancements delivered by the scheme outputs, including: <ul style="list-style-type: none"> • Changes in the accessibility, connectivity and capacity of the public transport network • Behavioural responses: change in demand for tram, overall change in PT mode share and supporting a 30% reduction in car kilometres • Change in attractiveness of key locations to developers, businesses, residents, visitors
Outcomes	The wider (non-transport) outcomes that arise from the behavioural responses of transport users, businesses, developers etc. These include: <ul style="list-style-type: none"> • Economic outcomes • Social, environmental and health outcomes
Impacts	<ul style="list-style-type: none"> • Impacts capture the ultimate ‘impacts’ of the intervention. • These are framed by the over-arching policy objectives that inform the project objectives.

The logic map shown the casual linkages between these stages and is shown in Figure 3-1.

Figure 3-1 North South Tram: Logic Map



Critical Success Factors

- 3.7 Investment in tram can only be justified if it fulfils its potential in meeting the objectives and outcomes above.
- Strategic Case
 - Value for Money
- 3.8 Relies on achievement of key critical success factors:
- Fast and reliable JTs > operational performance, costs and demand/benefits
 - Integration with development
 - Wider connectivity – interchange hubs etc.
- 3.9 The achievement of these CSFs relies on:
- Guiding design principles / benefits realisation
 - The fact that N-S tram is being introduced on a physically constrained route means that there will be policy trade-offs and choices where the application of these principles ‘on the ground’ have implications for alternative uses of limited space.
 - In these examples – need integrated solution that provides overall solution that balances trade-offs. Where this ‘balance’ best lies is essentially a policy-led choice.

Key Policy Trade-Offs

- 3.10 The development and implementation of a North-South Tram line which meets the critical success factors outlined above will involve policy choices to be taken where there are potential trade-offs between the prioritisation and use of limited space for tram and the alternative use of that space for other purposes.

Key Trade-Offs

- 3.11 In essence, these trade-offs comprise:
- The trade-off between tram and other modes and road-users on on-street sections of route;
 - The trade-off between tram and locations identified as supporting bio-diversity, of ecological importance, part of the Green-Blue Network, open space or of heritage value.
- 3.12 A key example is the Roseburn corridor, with its existing as an active travel corridor, role within the Green-Blue Network, and its identification as a site ecological and biodiversity value.

How Trade-Offs addressed within SBC

- Identification of Key Policy Trade Offs (as identified in Section 4);
- Design principles
 - Guided by need to develop a tram route that meets CSFs;
 - Identification of associated measure /integrated design elements that balance competing users of space;
 - These described under route option definition sections;
- Scheme assessment
 - MCAF identifies full range of impacts incl. those areas where policy trade-offs exist
 - Assessment provides basis for decision-makers to understand the trade-offs that exist both within route options and between route options.

4 Policy Trade-offs

Introduction

- 4.1 Further extension of the Edinburgh Tram network must be considered within the wider policy context at a national, regional and local level. While, at a strategic level, the policy fit and strategic rationale are compelling, the development of the tram route and alignment ‘on the ground’ will inevitably involve some trade-offs and policy choices. These trade-offs are focussed within four areas:
- To respond to climate change towards delivering net-zero
 - To promote equality and inclusion
 - To protect and enhance our environment
 - To improve health, wellbeing & safety
- 4.2 No policy trade-offs have been identified for the theme of “To support inclusive and sustainable economic growth.”
- 4.3 Policies which consider these priorities and which have been considered as part of this review are listed below:
- City Plan 2030
 - City Vision 2050
 - City Mobility Plan 2021-2030
 - Circulation Plan
 - Future Streets Framework
 - Reform of Transport Arm’s Length External Organisations (ALEOs)
 - 2030 Climate Strategy
 - Draft Climate Ready Edinburgh Plan 2024-2030
 - Vision for Water Management in the City of Edinburgh
 - Edinburgh Nature Network
 - Draft World Heritage Management Plan
 - Biodiversity Action Plan
 - Women’s Safety in Public Places
 - Edinburgh Economic Strategy
 - City of Edinburgh Council Business Plan 2023-2027
 - Our strategic plan for health and social care in Edinburgh 2024-27
 - Local Housing Strategy
- 4.4 Policy trade-offs across the four thematic areas are discussed below, with a summary provided in Table 4.2 at the end of this section.

To respond to climate change towards delivering net-zero

The policy imperative

- 4.5 The Scottish Government published "Securing a Green Recovery on a Path to Net Zero: Climate Change Plan 2018-2032 - update" in December 2020 which reflects the ambition set Climate Change (Emissions Reduction Targets) (Scotland) Act 2019 to achieve a reduction of Scotland's greenhouse gas emissions to net zero by 2045 at the latest, with interim targets of at least 75 per cent by 2030 and 90 per cent by 2040.
- 4.6 The Plan includes the following statement in relation to transport: "By 2032 our roads will contain no new petrol and diesel cars and vans; we will have decarbonised our passenger railways; and we will have begun work to decarbonise challenging transport modes such as heavy goods vehicles (HGVs), ferries and aviation. Car kilometres will have reduced by 20 per cent, and sustainable transport will be the instinctive first choice for people."

Key policies

- 4.7 CEC declared a climate emergency in 2019. The key policies linking climate action and transport in Edinburgh is the City Mobility Plan (CMP) which sets out the Council's strategic approach to the sustainable, safe and effective movement of people and goods around Edinburgh up to 2030. It contains nine objectives and associated policy measures under the themes of People, Movement and Place which collectively aim to achieve the Vision for this Plan.
- 4.8 The plan has several daughter action plan documents which help to prioritise investment in mobility across the city. These documents include the Active Travel Action Plan, Air Quality Action Plan, Road Safety Action Plan, Parking Action Plan and Public Transport Action Plan.
- 4.9 The CMP and its associated action plans also supported by Our Future Streets, the Circulation Plan for the city, which sets out an approach to providing suitable and safe space for all users on the city's streets, supports people to make alternative travel choices that are easier, greener and improve their wellbeing and provides a long-term approach for planning transport and place improvements across the city.

Wider relevant policies

- 4.10 In terms of wider non-transport specific policies relating to climate action, CEC has published the 2030 Climate Strategy and Draft Climate Ready Edinburgh Plan. The 2030 Climate Strategy sets out the clear and practical steps Edinburgh will take to tackle the challenge of climate change and achieve our aim of becoming a net zero city by 2030 and includes policies around decarbonisation of public transport and supporting citizen empowerment. The Draft Climate Ready Edinburgh Plan builds on the Climate Strategy and sets out the actions needed to ensure Edinburgh can adapt to climate change.

Policy trade-offs

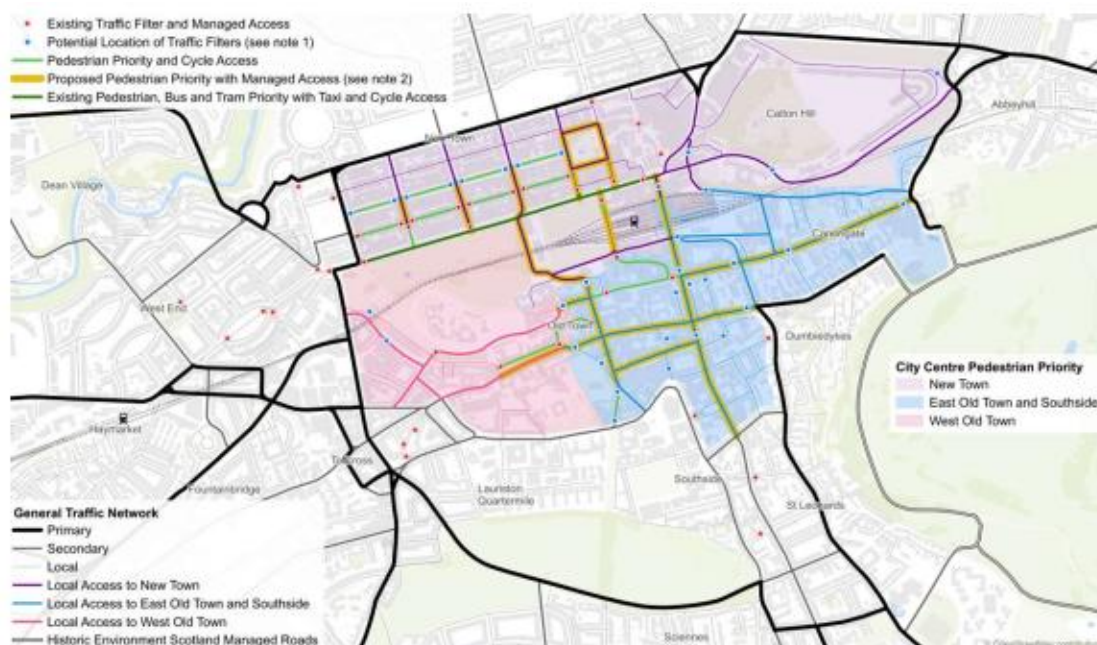
- 4.11 Policy trade-offs in respect to climate action relevant to implementation of new tram routes in Edinburgh relate to street space allocation between walking & wheeling, cycling, bus, parking, wider uses of public space, and any new tram infrastructure.
- 4.12 Within the CMP twenty-four policies directly contribute to the objective of reducing harmful emissions from road transport and of these twenty-four policies ten relate to use of street space and have the potential to require policy trade-offs with tram.

- Movement 2: Bus Network Review
- Movement 4: Bus Priority Measures
- Movement 14: Walking and Wheeling
- Movement 15: Cycling
- Movement 26: Managing Deliveries and Servicing
- Movement 35: Residents Parking Permits
- Movement 36: Parking in New Developments
- Place 1: Edinburgh City Centre Transformation
- Place 4: Liveable Places
- Place 5: Streets for People

- 4.13 The Circulation Plan and Future Streets Network designate streets across the city as desired primary or secondary networks for walking and wheeling, cycling, bus and general traffic and where these share potential tram routes, trade-offs will likely be required where street space is constrained.

Circulation Plan / Our Future Streets

- 4.14 Our Future Streets (formerly known as a ‘circulation plan’) “recommends adoption of a Streetspace Allocation Framework (SAF). The Framework seeks to ensure that limited space on the city’s streets is used to best effect, in line with the aims and objectives of the City Mobility Plan (CMP), seeking to address the Climate and Nature Emergencies, with individual projects and initiatives always taking the SAF as the starting point”.
- 4.15 The recommendation presented at TEC in February 2024 (summarised in Figure 2-1), included:
- A general traffic network including a primary network that includes Melville Drive, Lothian Road, Bread Steet and Queensferry Road on all options, including the recommended Option C;
 - Existing pedestrian, bus and tram priority with taxi and cycle access on North Bridge South Bridge on Option C (the recommended option) as well as Option B and D.
- 4.16 These areas in particular represent locations where trade-offs driven by available road space are likely.

Figure 4-1 Option C Recommendation (Feb 24 TEC)¹

Source: Transport and Environment Committee, City of Edinburgh Council, 1st February 2024

- 4.17 In terms of wider policies relating to Climate Action, the 2030 Climate Strategy includes a priority to support citizen empowerment, behaviour change and community activism. The draft Climate Ready Edinburgh Plan 2023-2030 indicates tram design to consider impacts on existing green infrastructure/green corridors. Given the sensitivity around nature conservation sites and wider green space trade-offs will be required between public attitudes and impact of tram infrastructure where options interact with these areas.

Options

- 4.18 The need for climate action policy trade-offs is apparent when considering all tram route options. These are explored below.

Granton

Roseburn

- 4.19 In terms of transport, the Roseburn Path (classed as part of the secondary cycle network², Local Nature Conservation and Local Biodiversity Site³) currently provides a popular north south active travel route. Potential climate action trade-offs relate to the corridor's ability to provide high quality active travel provision and tram services in the constrained corridor. The corridor itself has constraints relating to available space for active modes and transit, presenting needs for policy trade off in terms of the CMP and Future Streets Network actions

¹ Traffic filter locations are indicative. They represent streets that would be subject to restrictions rather than specific locations, which would be subject to further detailed work if the relevant option is approved. Categories of vehicle and times of day subject to further detailed work.

² as indicated in the City Mobility Plan Active Travel Implementation Plan

³ City Plan 20230

for active travel. Option design has considered how to minimise these conflicts to maintain a good quality of active travel provision, greenspace and biodiversity.

Orchard Brae

- 4.20 Potential transport related trade-offs relate to conflict relating to proposals for secondary cycle network on Queensferry Road and Crewe Road South. Considering the Future Streets Network, trade-offs may be required in relation to the designation of Orchard Brae as a desired General Traffic Network. The route is a key strategic route from Fife into Edinburgh and a number of longer distance bus routes operate on this corridor. Its importance as a route for general traffic and secondary cycle network means this option is likely to have impacts across the transport network.

Granton

- 4.21 Considering public transport, the CMP refers to an express bus service between Granton and the BioQuarter which may erode benefits of tram over existing bus connections. Considering City Plan 2030 there are potential trade-offs required in relation to safeguarded active travel access, mobility hubs and proposals for development sites in Granton.

City Centre

North Bridge/South Bridge

- 4.22 Key trade-offs relate to primary pedestrian and bus network and secondary cycle network proposals on South Bridge as set out in the CMP and Circulation Plan/Future Streets Network.

Lothian Road/Melville Drive

- 4.23 Key trade-offs relate to potential impact on the Meadows, and proposals for active travel and bus network on Lothian Road/Melville Drive as well as general traffic as set out in the CMP and Future Streets Network. Potential policy conflict is also evident from proposals for Strategic Active Travel Projects on this route.

Lauriston Place/Bread Street

- 4.24 Key trade-offs relate to proposals for active travel and bus network on Lauriston Place as set out in the CMP and Future Streets Network.

South-East

A7

- 4.25 The A7, north of the BioQuarter forms part of the desired walking and wheeling, cycling, bus and general traffic networks, presenting a potential policy conflict with introduction of tram on this route option. Active travel proposals relating to development sites and Mobility Hubs shown within the City Plan also present potential for Policy Conflict, with shared routing with tram proposals on this option.

Shawfair

- 4.26 The Shawfair option also includes parts of existing highway (e.g. Little France Drive) which form part of the desired walking and wheeling, cycling, bus and general traffic networks, presenting a potential policy conflict with introduction of tram on this route option. Strategic Active Travel Projects and active travel proposals relating to development sites shown within

the City Plan also present potential for Policy Conflict, with shared routing with tram proposals.

Newcraighall

- 4.27 The Newcraighall option also includes parts of existing highway (e.g. Little France Drive and Niddrie Mains Road) which form part of the desired walking and wheeling, cycling, bus and general traffic networks, presenting a potential policy conflict with introduction of tram on this route option. Strategic Active Travel Projects and active travel proposals relating to development sites shown within the City Plan also present potential for Policy Conflict, with shared routing with tram proposals. Orbital bus also presents a potential policy conflict on this route option, with orbital bus and tram potentially duplicating routing for part of the route, resulting in opportunities for abstraction.

To promote equality and inclusion

The policy imperative

- 4.28 Promotion of equality and inclusion is a key theme through NTS2, STPR2, City Plan 2030 and the CMP. Key themes include affordability, ease of use, fair access and accessibility.

Key policies

- 4.29 The CMP recognised that different genders have differential access to transport systems. Twice as many women as men make multi stop and multi-purpose journeys and women and people from identifiable minorities fear being assaulted or harassed on the public transport network and are more likely to choose to travel by car or taxi because it is personally safer.
- 4.30 The CMP includes three policy measures which support the objective of ensuring transport options are inclusive and affordable. These are:
- Supporting behaviour change;
 - Flexible and affordable fares; and
 - Integrated smart and flexible ticketing

Wider relevant policies

- 4.31 Through there is unlikely to be a policy conflict, consideration of Woman's Safety in Public Places (and wider consideration of vulnerable road users) will require careful consideration to ensure tram infrastructure provides a safe environment.

Policy trade-offs

Provision of flexible and affordable fares potential involves trade-offs with the required revenue required to operate the tram network.

Options

- 4.32 All options would perform equally in terms of trade-offs.

To protect and enhance our environment

The policy imperative

- 4.33 At a national level, the Scottish Biodiversity Strategy contains objectives to halt loss of biodiversity by 2030, and reverse losses by 2045 to address the nature crisis and tie in with global targets. The current revised Strategy is open for consultation and new legislation is

planned which will include statutory targets for public bodies relating to the nature emergency.

- 4.34 As a key delivery mechanism of the Scottish Biodiversity Strategy, Scottish Government require all Local Authorities to have a Nature Network in place by 2026.
- 4.35 The United Nations Educational Scientific and Cultural Organisation (UNESCO) requires those responsible for World Heritage Sites to have a mechanism for managing these. In the UK this takes the form of a management plan.

Key relevant policies

- 4.36 The key policies relating to the natural and built environment include the City Plan 2030, Edinburgh Biodiversity Action Plan, Green Blue Network and Draft World Heritage Management Plan and Vision for Water Management in the City of Edinburgh.
- 4.37 CEC declared a nature emergency in Feb 2023 and has already mapped a Nature Network and is seen as exemplar case study for other areas. LNCS sites are included in the core Nature Network area and are particularly critical for habitat network connectivity along linear corridors.
- 4.38 The Edinburgh Biodiversity Action Plan (EBAP) meets the Council's statutory duty under the Nature Conservation (Scotland) Act 2004 for all public bodies to 'further the conservation of biodiversity'. The Edinburgh Biodiversity Action Plan identifies linear habitat corridors as a priority urban habitat.
- 4.39 City of Edinburgh Council has a draft out for consultation of its Old and New Towns of Edinburgh World Heritage Site Management Plan 2024 to 2035.

Wider environmental policies

- 4.40 The 2030 Climate Strategy and Draft Climate Ready Edinburgh Plan 2024-2030 also provide important local policy relating to wider considerations relating to the natural environment and biodiversity.

Policy trade-offs

- 4.41 Policy trade-offs in respect to nature and the built environment relevant to implementation of new tram routes in Edinburgh relate to both street space allocation between green space and any new tram infrastructure as well as the potential impacts of tram infrastructure on the historic built environment in the city including views and landscape.
- 4.42 Within the City Plan thirteen proposals potentially require policy trade-offs due to interactions with proposed tram routes. These include:
 - Designated conservation area in the city centre;
 - Green belt;
 - Historic garden/designed landscape;
 - Edinburgh waterfront;
 - World heritage site;
 - Scheduled ancient monuments;
 - Are of importance for floor management;
 - Special landscape area;
 - Green blue proposals;

- Local Nature Site;
- Local Geodiversity Site;
- Nature 2000 site/SSSI; and
- Open space.

- 4.43 In terms of wider policies relating to Climate Action, the 2030 Climate Strategy includes a priority to support citizen empowerment, behaviour change and community activism. The draft Climate Ready Edinburgh Plan 2023-2030 indicates tram design to consider impacts on existing green infrastructure/green corridors. Given the sensitivity around nature conservation sites and wider green space trade-offs will be required between public attitudes and impact of tram infrastructure where options interact with these areas.

Options

Granton via Roseburn

- 4.44 City Plan 2030 does safeguard the Granton via Roseburn option and the route is included as part of the desired tram network in the Circulation Plan/Future Streets Network. However, natural and built environment policy trade-offs are wide ranging. At the southern end, the route is within the designated city centre conservation area. The Coltbridge Viaduct passes through a Special Landscape Area. The Roseburn Path itself is designated as a local nature conservation and local biodiversity site and open space. The Draft Climate Ready Edinburgh Plan emphasises the need to consider impacts on existing green corridors. The 2030 Climate Strategy supports citizen empowerment and community activism, and given local attitudes to the Roseburn Path, conflict is highly likely in this respect. In 2024 a consultation was undertaken on a Masterplan for Easter Drylaw Park, considering landscape, movement and activity. Trade offs would be required in relation to this Masterplan to accommodate tram.

Granton via Orchard Brae

- 4.45 Natural and built environment policy trade-offs within the City Plan 2030 to consider in relation to the Orchard Brae option are also wide ranging. As with the Roseburn option the southern end of the route is within the designated city centre conservation area. Parts of the route along Queensferry Road and Orchard Brae are within areas of Historic Garden/Designated Landscape and within the designated city centre area. Dean Bridge and surrounding area is located in a Special Landscape Area, Local Nature Conservation Site, Local Biodiversity Site and Open Space. In addition the area around Dean Bridge is designated as a Local Geodiversity site. The Village of Dean also feature in the Draft World Heritage Management Plan.

Granton

- 4.46 The Granton area itself includes Granton Waterfront, which is a featured area within the Edinburgh Waterfront proposals in the City Plan 2030. An area designated as a Nature 2000/SSSI is located adjacent to Lower Granton Road.

City Centre via North Bridge/South Bridge

- 4.47 North Bridge/South Bridge are within the designated conservation area of the city centre, are within the World Heritage site and pass through a local geodiversity site. As tram services already operate within the World Heritage site, this precedent should be considered in relation to future network expansion on North Bridge/South Bridge.

City Centre via Lothian Road/Melville Drive

- 4.48 The Lothian Road/Melville Drive option is within the designated conservation area of the city centre, and is within the World Heritage site. A small portion of the route is adjacent to Princes Street Gardens, which is a designated Historic Garden/Designed Landscape. This same area is on the border of a Local Geodiversity Site. The Meadows is designated as an Open Space and the Climate Strategy's priority for empowerment and community activism may present policy conflict here. The need to consider existing green infrastructure within the Draft Climate Ready Plan may also present policy conflict.

City Centre via Lauriston Place/Bread Street

- 4.49 The city centre option via Lauriston Place/Bread Street is also within the designated conservation area of the city centre and borders much of the Local Nature Conservation and Local Geodiversity Sites in the Old Town.

South-East via A7

- 4.50 Areas of the route south of Cameron Toll are located within the Green Belt, with the route running adjacent to Craigmillar Castle Park/Liberton Golf Course. Craigmillar Castle Park is designated as historic garden/designed landscape, special landscape area and Craigmillar Castle is designated as a scheduled ancient monument.

South-east via Shawfair

- 4.51 Areas of the route south of Cameron Toll are located within the Green Belt, with the route running adjacent to Craigmillar Castle Park/Liberton Golf Course. The route through Shawfair also potentially passes through Green Belt land between the ERI and Danderhall.
- 4.52 Craigmillar Castle Park is designated as historic garden/designed landscape, special landscape area and Craigmillar Castle is designated as a scheduled ancient monument.
- 4.53 The route potentially interacts with an area of importance for flood management.

South-east via Newcraighall

- 4.54 Areas of the route south of Cameron Toll are located within the Green Belt, with the route running adjacent to Craigmillar Castle Park/Liberton Golf Course. Additionally this route passes through Greenbelt Lane via Little France Drive as it extends towards Newcraighall.
- 4.55 Craigmillar Castle Park is designated as historic garden/designed landscape, special landscape area and Craigmillar Castle is designated as a scheduled ancient monument.
- 4.56 The route potentially interacts with an area of importance for flood management.

To improve health, wellbeing & safety

The policy imperative

- 4.57 Improvement to health, wellbeing and safety is a common theme through NTS2, STPR2, City Plan 2030 and the CMP. Key themes include safety and security for all, enabling healthy travel choices, supporting physical and mental health, making communities great places to live, and enhancing the environment.
- 4.58 CMP emphasises that the ability to move around freely in a pleasant environment, to have access to green space and to breathe clean air is essential for people's health and wellbeing. It

also states that to support this, a safe traffic environment is essential. A Health impact assessment (HIA) will judge the potential health effects of North-South tram on the population, particularly on vulnerable or disadvantaged groups. NHS Lothian are already engaged as a key stakeholder, and are broadly supportive of the North-South tram proposals.

Key policies

4.59 Key policies in the CMP are those which relate to the themes of ‘People’ and ‘Place’ and the associated objectives. There are twenty-one specific relevant policies to tram relating to these two themes which include:

- Flexible and affordable fares;
- Mass rapid transit
- Bus network review
- Bus priority measures
- Governance reform of Council owned public transport companies
- Walking and wheeling
- Cycling
- Protecting vulnerable road users
- Tackling inconsiderate parking
- Mitigate conflict in shared spaces
- Safe and accessible paths and streets
- Strategic approach to road space allocation
- Managing deliveries and servicing
- Managing traffic signals
- Parking controls
- Parking, waiting and loading restrictions
- Workplace parking levy
- Edinburgh city centre transformation
- Liveable places
- Streets for people
- Street design

Wider relevant policies

4.60 Through there is unlikely to be a policy conflict, consideration of Woman’s Safety in Public Places (and wider consideration of vulnerable road users) will require careful consideration to ensure tram infrastructure provides a safe environment.

Policy trade-offs

4.61 Five policies that relate to use of street space have the potential to require policy trade-offs with tram due to limited road space to accommodate proposals for all sustainable modes:

- Bus priority measures;
- Strategic and trunk road network;
- Walking and wheeling;
- Cycling; and
- City Centre Transformation.

4.62 The Circulation Plan and Future Streets Network designate streets across the city as desired primary or secondary networks for walking and wheeling, cycling, bus and general traffic and where these share potential tram routes, trade-offs will likely be required where street space is constrained.

4.63 In terms of wider policies relating to Climate Action, the 2030 Climate Strategy includes a priority to support citizen empowerment, behaviour change and community activism. The draft Climate Ready Edinburgh Plan 2023-2030 indicates tram design to consider impacts on existing active travel corridors. The Roseburn Path is a location that is expected to be particularly contentious and require policy trade-offs between active travel and tram.

Options

- 4.64 The need for climate action policy trade-offs is apparent when considering all tram route options. These are explored below.

Granton via Roseburn

- 4.65 In terms of health and wellbeing, the Roseburn Path currently provides a popular north south active travel route thus supporting physical activity for users and potential users.. The corridor has constraints relating to available space for active modes and transit, presenting needs for policy trade off in terms of the CMP and Future Streets Network actions for active travel.

Granton via Orchard Brae

- 4.66 Potential transport related trade-offs relate to conflict relating to proposals for secondary cycle network on Queensferry Road and Crewe Road South. Particular areas of conflict include Dean Bridge, where space constraints are key challenge and junction complexity at the Queensferry Street/Princes Street/Shadwick Place.

City Centre via North Bridge/South Bridge

- 4.67 Key trade-offs relate to primary pedestrian and bus network and secondary cycle network proposals on South Bridge as set out in the CMP and Future Streets Network.

City Centre via Lothian Road/Melville Drive

- 4.68 Potential policy conflict is also evident from proposals for Strategic Active Travel Projects on this route which would deliver health and wellbeing benefits associated with active travel. Impacts on The Meadows (designated open space) may also require trade-offs with tram.

City Centre via Lauriston Place/Bread Street

- 4.69 Key trade-offs relate to proposals for active travel on Lauriston Place as set out in the CMP and Future Streets Network.

South-East via A7

- 4.70 The A7, north of the BioQuarter forms part of the desired walking and wheeling and cycling networks, presenting a potential policy conflict between the health and wellbeing benefits of these proposals with introduction of tram on this route option. Active travel proposals relating to development sites within the City Plan also present potential for Policy Conflict, with shared routing with tram proposals on this option.

South-East via Shawfair

- 4.71 The Shawfair option also includes parts of existing highway (e.g. Little France Drive) which form part of the desired walking and wheeling and cycling networks, presenting a potential policy conflict with introduction of tram on this route option. Strategic Active Travel Projects and active travel proposals relating to development sites shown within the City Plan also present potential for Policy Conflict, with shared routing with tram proposals.

South-East via Newcraighall

- 4.72 The Newcraighall option also includes parts of existing highway (e.g. Little France Drive and Niddrie Mains Road) which form part of the desired walking and wheeling and cycling networks, presenting a potential policy conflict with introduction of tram on this route option.

Strategic Active Travel Projects and active travel proposals relating to development sites shown within the City Plan also present potential for Policy Conflict, with shared routing with tram proposals.

Trade-offs overview

4.73 The following table provides a review of potential policy trade-offs for each route options.

Table 4-1 Policy trade-offs overview

Corridor Option	Granton		City Centre			South East			Potential Policy Trade-offs
	Roseburn	Orchard Brae	North Bridge/South Bridge	Lothian Road/Melville Drive	Lauriston Place/Bread Street	A7	Shawfair	Newcraighall	
City Mobility Plan 2021-2030									
City Mobility Plan 2021-2030	■	■	■	■	-	-	-	-	MOVEMENT 15 – Cycling potentially requires trade-offs due to policy to increase segregated cycle infrastructure on main roads.
Actions to Deliver Edinburgh’s City Mobility Plan – Consultation Update	■	■	-	■	-	-	-	-	Potential trade-offs required due to likely consultation responses around ‘Greening our city’ and conflict with removal of foliage particularly around Roseburn Path, Orchard Brae and the Meadows.
Delivering Actions for Active Travel	■	■	■	■	■	-	-	-	Roseburn Path includes as part of secondary cycle network Also Primary or Secondary active travel network proposals on Lothian Road, Melville Drive, Lauriston Place, Queensferry Road, North Bridge and South Bridge.
Air Quality Action Plan	-	■	■	■	■	■	-	■	Expansion of the tram/mass rapid transit network identified as one of the key elements of the CMP also key to AQMP. However, introduction of on street tram would be expected impacts traffic (and thus potentially air quality) compared to traffic free environments such as Roseburn or potentially Shawfair.
Delivering Actions for Road Safety Supporting Information	-	-	-	-	-	-	-	-	No trade-offs identified assuming scheme design does not result in negative road safety impacts.

Corridor Option	Granton		City Centre			South East			Potential Policy Trade-offs
	Roseburn	Orchard Brae	North Bridge/South Bridge	Lothian Road/Melville Drive	Lauriston Place/Bread Street	A7	Shawfair	Newcraighall	
Delivering Actions for Parking Supporting Information	-	-	-	-	-	-	-	-	No trade-offs identified – actions aim to support behaviour change to more sustainable modes/enhance conditions for public transport
Delivering Actions for Public Transport – Supporting Information	-	-	-	-	-	-	-	-	PR6 (p33) indicates delivery of express bus services between Granton and the BioQuarter which could erode comparable JT benefits compared to equivalent tram; however Appendix A indicates tram rather than bus so assume no conflict.
Circulation Plan & Future Streets Network									
Desired Walking & Wheeling network	■	■	■	■	■	■	■	■	Potential trade-offs between tram and walking & wheeling network proposals North Bridge/South Bridge, Melville Drive, Lauriston Place, Morrison Street, Queensferry Road, Crewe Road South, north of BioQuarter and Newcraighall.
Desired Cycling Network	■	■	■	■	■	■	■	■	Potential trade-offs between tram and cycle network proposals in on North Bridge, South Bridge, Lauriston Place, Morrison Street, Melville Drive, Lothian Road, Queensferry Road, Crewe Road South, A7 north of BioQuarter, Little France Drive and Newcraighall.
Desired Bus Network	■	■	■	■	■	■	■	■	Potential trade-offs between tram and bus network proposals in on North Bridge, South Bridge, Lauriston Place, Morrison Street, Melville Drive, Lothian Road, Queensferry Road, Crewe Road South, A7 north of BioQuarter, Little France Drive and Newcraighall.
Desired General Traffic Network	-	■	-	■	■	■	-	■	Potential trade-offs along Orchard Brae, Lothian Road, Lauriston Place/Bread Street and north of BioQuarter.
Reform of Transport Arm's Length External Organisations (ALEOs)									

Corridor Option	Granton		City Centre			South East			Potential Policy Trade-offs
	Roseburn	Orchard Brae	North Bridge/South Bridge	Lothian Road/Melville Drive	Lauriston Place/Bread Street	A7	Shawfair	Newcraighall	
Reform of Transport Arm's Length External Organisations (ALEOs)	-	-	-	-	-	-	-	-	No conflict identified.
City Plan 2030									
Designated conservation area in City Centre	■	■	■	■	■	-	-	-	Potential trade-offs for all indicated options.
Green Belt	-	-		-	-	■	■	■	Potential trade-offs as route passes adjacent to Craigmillar Castle Park/Liberton Golf Course and Little France Drive northeast of ERI.
Historic Garden/Designed Landscape	-	■	-	■	-	■	■	■	Potential trade-offs at Queensferry Road between the junction of Lothian Road and Princes St and Orchard Brae, A7 adjacent to Craigmillar Castle Park and Drum Bank. Small portion adjacent to Princes St at northern end of Lothian Road.
City Centre	-	■	■	■	■	■	■	■	Potential trade-offs around Princes St and Drumsheugh Gardens, East Crosscauseway/St Patrick Street, Buccleuch Pend and South St Andrews Street and North Bridge/South Bridge.
Edinburgh Waterfront	■	■		-	-	-	-	-	Potential trade-offs in Granton Waterfront.
World Heritage Site	-	■	■	■	■	-	-	-	Potential trade-offs on all indicated options.
Scheduled Ancient Monuments	-	-	-	-	-	■	■	■	Potential trade-offs with routes running adjacent to Craigmillar Castle Grounds
Area for Importance for Flood Management	-	-	-	-	-	-	■	■	Potential trade-off with flood management northeast of Royal Infirmary
Active Travel Safeguard Access	■	■	-	-	-	-	-	-	Potential trade-off at Waterfront Avenue, Granton

Corridor Option	Granton		City Centre			South East			Potential Policy Trade-offs
	Roseburn	Orchard Brae	North Bridge/South Bridge	Lothian Road/Melville Drive	Lauriston Place/Bread Street	A7	Shawfair	Newcraighall	
Active Travel Mobility Hubs	■	■	-	-	-	■	-	-	Potential trade-off at Waterfront Boardway/Waterfront Avenue and Old Dalkeith Road near Fernieside Recreation Ground
Active Travel Safeguards – local connections	■	-	-	-	-	-	-	-	Potential trade-off at foot of Roseburn Path
Active Travel Proposals relating to Development Sites	■	■	-	-	-	■	■		Potential trade-offs at around Waterfront Avenue (Granton), Orchard Brae/Crewe Road South between Queensferry Road and Crewe Toll and A7, between Bridge End Cemetery and Sheriffhall Roundabout.
Strategic Active Travel Project	■	■	-	■	-	-	■	■	Potential trade-offs near Lower Granton Road, foot of Roseburn Path, Lothian Road, Little France Drive, and Niddrie Mains Road.
Orbital bus route and improved bus connections	-	-	-	-	-	-	-	■	Potential trade-offs in terms of patronage abstraction between ERI and Newcraighall
Special Landscape Area	■	■	-	-	-	■	■	■	Potential trade-offs around Southern riverbank of Water of Leith at Coltbridge viaduct, area around Dean Bridge, as well as adjacency to Craigmillar Castle, and Drum Wood/Danderhall, and Tweedsmuir Gate.
Green Blue Proposals	-	-	-	-	-	■	■	■	Potential trade-offs due to adjacency to Inch Park, and transects proposals between ERI and Niddrie
Local Nature Conservation Site	■	■	-	-	■	■	■	■	Potential trade-offs due to local nature conservation site along Roseburn Path, traversing Dean Bridge/Water of Leith and adjacency to numerous sites along options in SE Edinburgh and traverses North Bridge/South Bridge.

Corridor Option	Granton		City Centre			South East			Potential Policy Trade-offs
	Roseburn	Orchard Brae	North Bridge/South Bridge	Lothian Road/Melville Drive	Lauriston Place/Bread Street	A7	Shawfair	Newcraighall	
Local Geodiversity Site	-	■	■	■	■	-	-	-	Potential trade-offs as route traverses Dean Bridge, North Bridge/South Bridge and northern end of Lothian Road (adjacent to Princes St Gardens)
Local Biodiversity Site	■	■	-	-	-	■	■	■	Potential trade-offs due to route following local nature conservation site along Roseburn Path, traversing Dean Bridge/Water of Leith, and adjacency to numerous sites in SE Edinburgh.
Nature 2000 site/SSSI	■	■	-	-	-	-	-	-	Potential trade-offs relating to adjacency to Lower Granton Road.
Open Space	■	■	-	■	-	■	■	■	Potential trade-offs as routes follow Roseburn Path, the Meadows and numerous sites in SE Edinburgh.
City Vision 2050									
Vision Theme: Thriving City	■	-	-	■	-	-	-	-	Within the vision theme it states, “People want to live in a city where they know the air is clean and that there are plenty of green spaces for them to enjoy.” Route follows local nature conservation site along Roseburn Path thus potential trade-off. Also Meadows.
Vision Theme: Welcoming City	-	-	-	-	-	-	-	-	No trade-offs identified
Vision Theme: Pioneering City	-	-	-	-	-	-	-	-	No trade-offs identified
Vision Theme: Fair City	-	-	-	-	-	-	-	-	No trade-offs identified
Business Planning and Economic Strategy									
City of Edinburgh Council Business Plan 2023-2027	-	-	-	-	-	-	-	-	No trade-offs identified. The plan indicates that by 2027, the council will develop plans for further expansion of the network in alignment with City Mobility Plan commitments

Corridor Option	Granton		City Centre			South East			Potential Policy Trade-offs
	Roseburn	Orchard Brae	North Bridge/South Bridge	Lothian Road/Melville Drive	Lauriston Place/Bread Street	A7	Shawfair	Newcraighall	
Edinburgh Economic Strategy	-	-	-	-	-	-	-	-	No trade-offs identified – though the strategy only references the Newhaven extension and does not directly reference N-S tram extension, it does reference the importance of public transport infrastructure.
Edinburgh Nature Network									
Street Greening Opportunities	-	-	-	-	-	■	■	■	Potential trade-offs required as CR019, CR020, CR021, CR033, CR034 are located on the corridor
Urban and Built Environment Opportunities	-	-	-	-	-	■	■	■	Potential trade-offs required as RE026 located at Cameron Toll is located on the corridor.
Westland and Wet Woodland Opportunities	-	-	-	-	-	-	-	■	Potential trade-offs required as EN050 is located at Little France Park/Niddrie Burn
Other Environmental & Heritage									
2030 Climate Strategy	■	-	-	■	-	-	-	-	Potential trade-offs required due to “Priority 5: We will support citizen empowerment; behaviour change and community activism” particularly around sensitivities around Roseburn Path and the Meadows.
Draft Climate Ready Edinburgh Plan 2024-2030	■	-	-	■	-	-	-	-	Through “Objective 2: Embed adaptation into Edinburgh’s City Mobility Plan” the policy emphasises the need for tram design and routing to consider adaption being embedded as well as consideration of heat, flooding, extreme weather, and impacts on exiting green infrastructure/green corridors.
Vision for Water Management in the City of Edinburgh	-	-	-	-	-	-	-	■	Potential trade-off due to “When the council is acting as Roads Authority and implementing capital transport projects, water management will be implemented where possible depending on the scope

Corridor Option	Granton		City Centre			South East			Potential Policy Trade-offs
	Roseburn	Orchard Brae	North Bridge/South Bridge	Lothian Road/Melville Drive	Lauriston Place/Bread Street	A7	Shawfair	Newcraighall	
									and scale of the project” and the route transecting green blue network proposals between ERI and Niddrie.
Draft World Heritage Management Plan	-	■	■	-	-	-	-	-	Potential trade-offs to consider at Queensferry Street, Dean Bridge, Queensferry Road, North Bridge and South Bridge.
Women’s Safety in Public Places	■	■	■	■	■	■	■	■	Considerations of tram in relation to women’s safety and other vulnerable groups (e.g. elderly). Potential trade-offs particularly relevant to impact on Roseburn path and its more secluded nature as a former rail line. Other routes require consideration of street design aspects resulting from on-street nature of proposals. Lighting and location of tram stops
More Good Days: Our strategic plan for health and social care in Edinburgh 2024-27	■	-	-	■	-	-	-	-	Potential trade-offs regarding access to green space.

Control Information

Prepared by

Steer
14-21 Rushworth Street
London SE1 0RB
+44 20 7910 5000
www.steergroup.com

Prepared for

City of Edinburgh Council
City Of Edinburgh council
Waverley Court
4 East Market Street
EH8 8BG

Steer project/proposal number

23673608

Client contract/project number

Author/originator

John Geelan

Reviewer/approver

Tom Higbee

Other contributors

Distribution

Client:

Steer:

Version control/issue number

Draft 0.1
Draft 0.2
Final Report

Date _____

8th October 2024
20th December 2024
21st August 2025

