SEStran

Sustainable Development

Study Report

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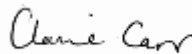Project No: 149732
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Summary

Overview

This report summarises the steps that have been taken to develop the Guidance on planning and providing sustainable transport to new developments in the SEStran area.

The aim of the Guidance is to inform the Regional Transport Strategy and the Strategic Development Plan as well as local authority planners and transport planners. It sets out the key issues relating to sustainable development in this context and gives practical examples that could be transferred to the SEStran area.

The steps that have been taken are as follows:

- Desktop review of relevant policies and examples of guidance documents
- Consultation with local authorities, SESplan, transport providers and other private and public sector stakeholders
- Desktop research into best practice examples that have been implemented in the UK and other parts of Europe
- Preparation of the Guidance document

1 Introduction

1.1 Background

1.1.1 The Regional Transport Strategy (RTS) highlights an anticipated increase in population of 10% and an increase of 22% in the number of households in the SEStran area by 2024. This will place pressure on the planning system which has a key role to play in the location of new development.

1.1.2 It is expected that development activity will occur across the SEStran area, and while this has the potential to lead to dispersed patterns of residential and employment location, it also presents an opportunity to develop in a more sustainable way. It is vital that new development takes account of sustainable travel.

1.1.3 SEStran has commissioned Colin Buchanan to prepare a guidance document on planning and providing sustainable transport for new development in the SEStran area at three levels:

- **Strategic**: highlighting the key transport planning considerations and elements of sustainable development within the national and regional planning context which can be taken forward to inform the Regional Transport Strategy and the Strategic Development Plan.
- **Local**: provision of guidance to assist planners and transport planners at the site specific level within development plans which can act as a bridge between strategic objectives and the implementation through the development management process.
- **Development Management**: provision of guidance to local authorities and developers in the roles and management of development management to ensure that this last link in the planning chain can operate effectively in delivering on the ground sustainable solutions within the strategic and local planning contexts.

1.1.4 This report outlines the steps that have been taken to develop the guidance. These can be summarised as follows:

- Desktop review of relevant policies and guidance documents
- Consultation with key stakeholders
- Desktop research into best practice examples
- Preparation of the Guidance Document

1.1.5 The Guidance on Sustainable Development is produced as a separate document.

2   *Desktop Review*

2.1   *Overview*

2.1.1   At this stage the following tasks were undertaken:

- review of relevant policy documents and initiatives
- review of existing guidance documents and research
- consideration of a definition of sustainable development
- identification of initial findings
- identification of best practice examples
- identification of key reference documents

2.2   *National Strategic Objectives*

2.2.1   The Scottish Government has as its overall purpose to focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth. Its commitment to sustainable development is reflected in the five strategic objectives listed below:

Table 2.2.1:   National Strategic Objectives

Objective 1: Wealthier and Fairer	Enable businesses and people to increase their wealth and more people to share fairly in that wealth.
Objective 2: Healthier	Help people to sustain and improve their health, especially in disadvantaged communities, ensuring better, local and faster access to health care.
Objective 3: Safer and Stronger	Help local communities to flourish, becoming stronger, safer places to live, offering improved opportunities and a better quality of life.
Objective 4: Smarter	Expand opportunities for Scots to succeed from nurture through to life long learning ensuring higher and more widely shared achievements.
Objective 5: Greener	Improve Scotland's natural and built environment and the sustainable use and enjoyment of it.

2.2.2   There are fifteen National Outcomes that describe what the Government wants to achieve over the next ten years. One of these is: 'We live in well-designed, sustainable places where we are able to access the amenities and services we need'.

2.2.3   The Government's view is that well-designed, sustainable places, both urban and rural, support people's physical and mental wellbeing. They provide ease of access to workplaces and services by locating these conveniently with high quality housing as part of a mixed community. Mixed communities, providing a range of services, housing types and people, promote interaction and integration - and create positive, diverse neighbourhoods. They are places designed around people, not cars, encouraging activity and social interaction by providing easy access to both amenities and green space. They improve safety by increasing the number of people who use local facilities and generating a real sense of community. And they are sustainable places - both environmentally

(harnessing new technologies such as lower carbon buildings) and socially (providing a diverse mix of people and services which allows the community to flourish and grow).

2.2.4 Local authorities have developed Single Outcome Agreements reflecting decisions by them on the most effective routes to deliver services in line with local needs and the national priorities.

2.3 Climate Change

2.3.1 Climate change is one of the most serious threats facing the world. Scotland is already feeling the effects as increasing global temperatures bring changes in weather patterns, rising sea levels and more frequent and severe storms. In 2004, the transport sector was the second largest contributing sector of greenhouse gas emissions, contributing 22%. Between 1990 and 2004, emissions from the transport sector increased by 7%.

2.3.2 The Scottish Government published the Climate Change (Scotland) Bill in December 2008. The Bill sits within the context of the UK Climate Change Act 2008. The Bill will create a long-term framework that will:

- introduce a statutory target to reduce Scotland's greenhouse gas emissions by 80 per cent by 2050
- establish an interim target of 50 per cent emissions reductions by 2030;
- establish a framework of annual targets; and
- include emissions from international aviation and international shipping

2.3.3 It is important that SEStran, through its Regional Transport Strategy, and SESplan, through its Strategic Development Plan, respond to the challenge of reducing emissions.

2.3.4 Scotland's local authorities are signatories to Scotland's Climate Change Declaration. This acknowledges the reality and importance of climate change and is a means of demonstrating local leadership and commitment to action. The Declaration includes commitments both to mitigate the impact on climate change through reducing greenhouse gas emissions and to adapt to predicted climate change impacts.

2.4 Economic Strategy

2.4.1 The Government Economic Strategy states that the overarching purpose of the Scottish Government is 'to create a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth'. This means building a dynamic and growing economy that will provide prosperity and opportunities for all, while ensuring that future generations will also be able to enjoy a better quality of life.

2.4.2 The Strategy sets targets to track progress in boosting Scotland's growth, productivity, population and labour market participation, and in delivering on the desired characteristics of growth – solidarity, cohesion and sustainability. The five strategic priorities of: learning, skills and well-being; supportive business environment; infrastructure development and place; effective government; and equity are identified as being critical to economic growth.

2.5 Planning Policy

2.5.1 National planning policy for Scotland is currently expressed through a series of Scottish Planning Policies (SPPs) and National Planning Policy Guidelines (NPPGs). The Scottish Government is currently rationalising these into a single statement of national planning policy. Until this consolidated document is produced in late 2009, the existing SPPs and NPPGs remain in force. These are:

- SPP2 - Economic Development
- SPP3 - Planning for Housing
- SPP4 - Planning for Minerals
- SPP6 - Renewable Energy
- SPP7 - Planning and Flooding
- SPP8 - Town Centres and Retailing
- SPP10 - Planning for Waste Management
- SPP11 - Open Space and Physical Activity
- NPPG12 - Skiing Developments
- NPPG13 - Coastal Planning
- NPPG14 - Natural Heritage
- SPP15 - Planning for Rural Development
- SPP16 – Opencast Coal
- SPP17 - Planning for Transport
- NPPG19 – Radio Telecommunications
- SPP20 – Role of Architecture and Design Scotland
- SPP21 – Green Belts
- SPP22 – Planning for Fish Farming
- SPP23 – Planning and the Historic Environment

2.5.2   *Designing Places* is a policy statement on design that sets out the overarching policy on design. This document is supported by a series of design based Planning Advice Notes (PANs) including:

- PAN71 Conservation Area
- PAN75 Planning for Transport(under review by Transport Scotland)
- PAN76 New Residential Streets
- PAN78 Inclusive Design

2.5.3   The draft document *Designing Streets* aims to drive up design quality and incorporates the principles of PAN 76 and Designing Places as well as comprehensive information and guidance drawn from the UK Department for Transport's Manual for Streets.

2.5.4   The *National Planning Framework 2 (NPF2)* sets out the need to promote sustainable development within a coherent settlement strategy and address inequalities in economic opportunity and quality of life. It highlights that over the next 25 years Scotland will face significant development pressures, particularly on the east side of the Central Belt. The trend towards greater mobility, in particular heavy reliance on the private car, is giving rise to growing congestion and pollution. A key determinant of Scotland's environmental performance over the next 20 years will be the extent to which it is possible to effect a shift to more sustainable modes of transport.

2.5.5   Without intervention, traffic volumes in Scotland are predicted to rise by 27% by 2020 and 80% of congestion will be concentrated in and around main urban areas. The challenges in urban and inter-urban transport are: to facilitate economic growth by tackling congestion in the city regions; to complete the missing links in the transport network; to encourage a switch to more sustainable modes of transport, and to provide disadvantaged communities with better access to economic opportunities. Transport issues must be addressed from the outset in planning for future development

2.5.6   NPF2 promotes new development adjacent to existing public transport infrastructure and urban renewal to mitigate the trend towards long-distance car-based commuting. Development should benefit from and contribute to the further development of public transport services, transport interchanges and park-and-ride facilities.

2.5.7   Rural areas have seen the decline of primary and traditional industries, the growth of the service sector, diversification into new activities, the growing importance of leisure and tourism and the use of modern telecommunications technologies to enable widely

dispersed economic activity. Planning should enhance the value of rural resources and help create well-designed development opportunities at sustainable locations.

2.5.8 *PAN75* (Planning for Transport) provides good practice guidance which planning authorities, developers and others should carry out in their policy development, proposal assessment and project delivery. This document aims to create greater awareness of how linkages between planning and transport can be managed. It highlights the roles of different bodies and professions in the process and points to other sources of information. It is currently being reviewed and updated by Transport Scotland.

2.5.9 Local authorities have a duty to draw up a system of *Core Path Plans* to encourage people to visit the countryside for the purposes of tourism, recreation and healthy exercise as well as providing sustainable opportunities for local travel between settlements in rural areas.

2.5.10 *SPP17* states that strategic planning and major transport projects need to be closely aligned. Structure plans should include a development strategy which is prepared in the full knowledge of transport network infrastructure and services. Integrated planning should ensure that the most central and accessible locations will be developed at higher densities on the basis of opportunities for public transport, walking and cycling.

2.5.11 Land use planning should relate to existing and proposed transport networks (paragraph 32) and development should take into account the capacity of the network. The location of travel-generating uses such as shopping, employment and leisure should be located in areas well served by public transport. The public transport provision should also be improved.

2.5.12 The document states that within an approach to integrated land use and transport planning, mode of personal travel should be prioritised as follows:

- Walking – new developments should be accessible on foot along safe routes.
- Cycling – cycle routes should provide convenient routes to employment centres, schools and other local facilities.
- Public transport – new developments should be served by public transport. Sites close to public transport nodes should be developed at higher densities.
- Motorised modes – long stay parking should be restricted to discourage car commuting. However, parking should be provided at stations to encourage onward travel by rail and park and ride schemes should be promoted.

2.5.13 SPP17 states development proposals should be assessed to ensure sustainable travel patterns and planning permission should not be granted for significant travel generating uses where locations are unsustainable in terms of transport. Planning authorities have a duty to contribute to sustainable development through their development planning.

2.5.14 A key objective is the reduction of emissions from transport sources. To achieve this there needs to be improved accessibility to services and facilities and a shift to more sustainable modes of travel (walking, cycling, public transport). The Framework states that the promotion of compact settlements, mixed use development, effective walking and cycling networks, and efficient public transport systems can play an important part in reducing the need for car-based commuting. In addition, electrifying more of the rail network would also help to reduce emissions.

2.5.15 The Framework suggests that improving rail links may help decrease demand for air travel to London and other UK cities, thus helping to reduce emissions.

2.5.16   The Scottish Government is also committed to making best use of the existing transport infrastructure. That means that transport issues will need to be addressed from the outset in planning for future development.

2.5.17   SESplan is charged with preparing and maintaining a *Strategic Development Plan* for the Edinburgh and south east Scotland area. Work commenced on the plan during 2008 and the current programme is for the plan to be adopted in 2012 and to cover the period from adoption for the following 20 years. When adopted the Strategic Development Plan will replace the existing Edinburgh and Lothians Structure Plan, the Fife Structure Plan and the Scottish Borders Structure Plan. The plan is intended to facilitate and provide the steer for the future development and growth across the Edinburgh city region from 2012 to 2032. A number of supporting document and studies will be prepared to support the plan. Falkirk and Clackmannanshire Councils are part of SEStran, but not part of SESplan.

2.5.18   The St Andrews and East Fife area is included within the TAYplan SDP area. The TAYplan will be the strategic plan for the Dundee city region and will replace the various structure plans currently in place. Work has yet to commence on the SDP. Local authorities have their own detailed Development Management guidance documents to assist developers and these build upon the principles set out in their Local and Structure plans.

2.5.19   The Structure and Local Plans in the area have been reviewed and this review is included at Appendix 1.

2.6   *Transport Policy*

2.6.1   The **Eddington Transport Study** was commissioned to examine the longer term links between transport and the UK's productivity, growth and stability, within the Government's broader commitment to sustainable development. The report's findings include:

- to meet the changing needs of the UK economy, Government should focus policy and sustained investment on improving the performance of existing transport networks, in those places which are important for the UK's economic success
- over the next 20 years, the three strategic economic priorities for transport policy should be: congested and growing city catchments, key interurban corridors and key international gateways that are showing signs of increasing congestion and unreliability
- Government should adopt a sophisticated policy mix to meet both economic and environmental goals. Policy should get the prices right (especially congestion pricing on the roads and environmental pricing across all modes) and make best use of existing networks
- Government, together with the private sector, should deliver sustained and targeted infrastructure investment in those schemes which demonstrate high returns, including smaller schemes tackling pinch points.

2.6.2   **Scotland's National Transport Strategy** (NTS) sets five high level objectives for transport:

- promote economic growth by building, enhancing, managing and maintaining transport services, infrastructure and networks to maximize their efficiency
- promote social inclusion by connecting remote and disadvantaged communities and increasing the accessibility of the transport network

- protect our environment and improve health by building and investing in public transport and other types of efficient and sustainable transport which minimise emissions and consumption of resources and energy
- improve safety of journeys and reducing accidents and enhancing the personal safety of pedestrians, drivers, passengers and staff
- improve integration by making journey planning and ticketing easier and working to ensure smooth connection between different forms of transport

2.6.3   The strategy recognizes that potential tensions exist between these high level objectives, however, places great emphasis on ensuring synergy is achieved. Sustainable development principles form the basis of the approach to the strategy.

2.6.4   The NTS also has three strategic outcomes: Improving journey times and connectivity; reducing emissions and improving the quality, accessibility and affordability of public transport. These have implications for regional sustainability policies.

2.6.5   The NTS commits to promoting better synergies between transport and land use planning to minimise the environmental impacts of transport networks and to contribute to health improvement.

2.6.6   The NTS supports the continued application of SPP17, an established core tool for promoting sustainable travel. It encourages all those involved in transport and land use planning to have a shared understanding of each other's contributions and to maximise joint working to achieve sustainable land use planning.

2.6.7   The view is that land use planning has broader benefits than only minimising the environmental impacts of transport, it will also maximize opportunities for improved access to services, improve opportunities for people to undertake physical activity as part of their travel, thereby improving health and will support economic growth.

2.6.8   The **Regional Transport Strategy** (RTS) has four key objectives:

- Economy: to ensure transport facilities encourage growth, regional prosperity and vitality in a sustainable manner.
- Accessibility: to improve accessibility for those with limited transport choice or no access to a car; particularly those living in rural areas.
- Environment: to ensure that development is achieved in an environmentally sustainable manner.
- Safety & Health: to promote a healthier and more active SEStran area population.

2.6.9   The RTS places considerable emphasis on promoting sustainable development. The RTS states that key to achieving a sustainable long-term future for the SEStan area is successful integration between land-use and transport planning. This is set out in RTS policies 20 and 21.

2.6.10   Policy 20 states that SEStran will use its influence to support development plan strategies by seeking to ensure that major trip generating sites- including housing – are located in areas that are capable of being well served by walking, cycling and public transport, or will be made so by transport investment delivered in phase with the development.

2.6.11   Policy 21 states that SEStran will support planning authorities in using their land-use planning powers to reduce the need to travel, to promote the provision of non-car access to and within new developments and to promote travel plans.

2.6.12   The RTS states that the forthcoming City Region plan and other development plans provide a real opportunity to develop a regional, joined-up approach which will create a

new pattern for development focused on locations with good public transport, both now and in the future.

2.6.13   In 2004 the Department for Transport (DfT) invested £10 million in trialling area-wide Smarter Choices programmes in three towns: Darlington, Peterborough and Worcester. These **Sustainable Travel Demonstration Towns** (STDTs) were to implement a holistic package of measures over five years to encourage greater use of sustainable travel, with rigorous monitoring to measure the impact and benefits of both the overall programmes and individual Smarter Choice interventions. The measures aimed at (a) improving the experience for sustainable transport users and (b) encouraging and enabling more people to try walking, cycling, car sharing and public transport.

2.6.14   The programmes delivered by the STDTs can broadly be compared as delivering six types of Smarter Choice schemes:

- Personalised travel planning
- Travel awareness campaign
- Public transport information and marketing
- Workplace travel planning and car sharing
- School travel planning
- Walking and cycling promotion

2.6.15   While all the schemes delivered through Travelchoice can stand alone, they combine to form a holistic programme. The concept of measures linking together and reinforcing each other – creating synergies – is important in generating behaviour change, as well as for generating best value from each scheme. If people are encouraged to try new ways of travelling they won't maintain the change if they do not have a good travel experience. Conversely, there is little point in improving routes and services for sustainable modes without encouraging people to use them. Therefore Peterborough's programme contained different types of measures - improvements to infrastructure and information provision, new technologies, extensive marketing and promotion – to both encourage mode shift and ensure users had a positive experience with their new mode of travel.

2.6.16   Peterborough has seen a 24% increase in bus patronage, 11% increase in walking, 5% increase in cycling and a 6% reduction in car use.

2.6.17   **Smarter Choices, Smarter Places** is a Scottish Government partnership project with COSLA which is similar to the Sustainable Travel Demonstration Towns project and began in April 2009. Designed to increase active travel and public transport use and tackle transport emissions, it will contribute to a number of objectives in the Scottish Government's National Performance Framework, and Local Authorities' Single Outcome Agreements. This project provides the opportunity for a number of Local Authorities to undertake intense activity on sustainable travel interventions, particularly those involving behaviour change.

2.6.18   High quality transport services, information and infrastructure are key to achieving sustainable economic growth. However, transport emissions are increasing, congestion is a significant problem in many areas and car dependency is contributing to poor levels of physical activity. Improvements to public transport and development of new technologies are part of the solution, but behavioural change is crucial - particularly for shorter trips.

2.6.19   Seven local authorities and regional transport partnership have been successful in attracting funding. Activities in these local authorities will include: better public transport services and residential improvements; upgrades in walking and cycling infrastructures; studies into travel patters and access; intensive marketing and awareness campaigns; and workshops and information packs. Communities involved range from between approximately 10,000 in Kirkwall to 37,000 in Dumfries.

2.6.20   These projects will provide important learning on how to achieve behaviour change and this knowledge can be used to inform future development.

2.6.21   The **Strategic Transport Projects Review** (STPR) was published by Transport Scotland in December 2008. It identifies improvements on the national rail and road networks in Scotland to meet the challenges faced from 2012 and beyond. and it draws on the National Planning Framework 2. The STPR focuses on identifying those interventions that most effectively contribute towards the Government's purpose of increasing sustainable economic growth. The outcome of the STPR is structured on a tiered approach to investment, based around the priorities of: maintaining and safely operating existing assets; promoting a range of measures, including innovative solutions, that make better use of existing capacity; and promoting targeted infrastructure improvements where these are necessary, affordable and practicable.

2.6.22   The STPR reports that current forecasts for the year 2022 indicate that, in the absence of significant technological or behavioural change, total road transport carbon emissions will increase from 2005 levels by 10%. It is also forecast that there will be above-average increases in emissions in those parts of the network where planned development results in higher car use and congestion, especially in Aberdeen and Edinburgh.

2.6.23   The review recognises that technological and behavioural levers can be used to make a significant contribution to changing this trend, potentially to a greater extent than investment to encourage modal shift. It highlights opportunities to examine the impact of alternatives to physical travel e.g. the growth of the Internet for business-to-business and personal shopping, and the more general reduction of the need to travel through continuing review of the Planning processes to ensure that transport is properly considered when drawing up new plans.

2.6.24   29 major packages of work have been recommended by the STPR, including the following targeted infrastructure improvements that impact on the SEStran area:

- Forth Replacement Crossing
- Edinburgh to Glasgow rail improvements
- Grangemouth road and rail access upgrades
- Upgrade Edinburgh Haymarket
- Light Rapid Transit between Edinburgh and Fife
- Inverkeithing to Halbeath railway line

2.6.25   Other work packages that will impact on the SEStran area are:

- Strategic Road Safety Plan
- Maintenance and safe operation of the rail network
- Route management
- Electrification of the strategic rail network
- Reconfiguration of the National Rail Timetable
- Strategic Park & Ride / Park & Choose sites
- Intelligent Transport Systems
- Integrated Ticketing
- Improved links to Loch Ryan ports
- Rail system enhancements
- East of Scotland rail improvements

2.7   *Scottish Transport Appraisal Guidance*

2.7.1   The completion of a STAG study and production of a STAG Report should precede any application for planning consent or the production of development management Transport Assessments in support of developments. This ensures appropriate consideration and

reporting of the transport issues relative to the options being developed. A STAG appraisal is complementary to a Transport Assessment.

2.8 Strategic Environmental Assessment

2.8.1 Strategic Environmental Assessment (SEA) is a key component of sustainable development and sets outs the methods for protecting the environment and extending opportunities for participation in public policy decision making. SEA achieves this by:

- systematically assessing and monitoring the significant environmental effects of public sector strategies, plans and programmes
- ensuring that expertise and views are sought at various points in the process from SNH, SEPA, Historic Scotland and the public
- requiring a public statement as to how opinions have been taken into account

2.9 Inclusive Development

2.9.1 There is a requirement to take account of statutory equal opportunities obligations as set out in the Disability Discrimination Act, 2005. This means designing developments that facilitate access on foot and to different means of transport by all people and providing disabled car parking. Such facilities should be designed into new developments to provide inclusive development that contributes to the creation of cohesive and integrated places.

2.10 Sustainable Development Strategy

2.10.1 *Choosing our future: Scotland's Sustainable Development Strategy* was published in 2005. It states that transport is an area where the challenges of sustainable development are particularly acute. Business and commerce rely on transport to grow the economy: without freight transport no goods would get to market or to consumers; without the ability for people to travel to their work, we could not do business and create jobs; and without international aviation business and tourism would suffer. But transport has significant social, economic and environmental downsides too. For example, road traffic can be hazardous to health (in terms of accidents and poorer local air quality) and unrestricted increases in car use will lead to increased congestion, stifling economic growth in cities.

2.10.2 Historically economic growth has been accompanied by traffic growth. The Government wants to support people in making the choice to use public transport, walk or cycle, knowing that these are healthier, safer, more sustainable modes of travel.

3 *Defining Sustainable Development*

3.1 *Overview*

3.1.1 The concept of sustainable development has received most attention since the United Nations Conference on Environment and Development held in Rio de Janeiro in 1992. The summit marked the first international attempt to draw up action plans and strategies for moving towards a more sustainable pattern of development.

3.1.2 A number of definitions of sustainable development have been produced. A widely-used and accepted international definition of sustainable development is: **'development which meets the needs of the present without compromising the ability of future generations to meet their own needs'** This has been adopted by the Scottish Government.

3.1.3 This definition follows European policy which states that: Sustainable Development stands for meeting the needs of present generations without jeopardizing the ability of futures generations to meet their own needs, in other words, a better quality of life for everyone, now and for generations to come.

3.1.4 It offers a vision of progress that integrates immediate and longer-term objectives, local and global action, and regards social, economic and environmental issues as inseparable and interdependent components of human progress.

3.1.5 The document 'Developing Sustainable Urban Land Use and Transport Strategies', 2003 produced by the European Commission states that a sustainable land use and transport system:

- provides access to goods and services in an efficient way for all inhabitants of the urban area
- protects the environment, cultural heritage and ecosystems for the present generation
- does not endanger the opportunities of future generations to reach at least the same welfare level as those living now, including the welfare they derive from their natural environment and cultural heritage

3.1.6 Other definitions:

- sustainable development is the integration of economic development, environmental protection and social harmony.
- sustainable places are those in which people want to live and work and are keen to move to.
- future needs of a community need to be considered and captured through good quality planning before infrastructure is put in place.

3.1.7 A definition for the guidance was drafted for discussion with local authority representatives. However, this consultation indicated that the UK/EU definition set out in paragraph 2.7.2 was sufficient and it was not necessary to provide another definition. However, we have proposed the following overarching principles in the context of planning and providing sustainable transport for new developments:

- locate development close to facilities and services, including employment, education and healthcare to minimise car use and support carbon neutral development

- locate development close to existing public transport corridors where capacity is available on the existing public transport network or where the network could be extended
- promote the following user hierarchy: pedestrians; cyclists; public transport users; service vehicles and finally other vehicles
- ensure that Travel Plans are implemented to support sustainable travel patterns

3.2 Review of Guidance Documents

3.2.1 A number of Scottish, UK and European sustainable development guidance documents were also reviewed to identify common themes for planning for sustainable transport. The documents reviewed are included at Appendix 2 and are as follows:

- Transport Development Areas – Guide to Good Practice, RICS (2002)
- Building Sustainable Transport into New Developments, DfT (2008)
- Developing Sustainable Urban Land Use and Transport Strategies, EC (2003)
- Sustainable Urban Development and Land Use: Land Use and Mobility- Keeping our Cities Moving, EC (2004)
- Best Value and Sustainable Development, Sustainable Scotland Network (2006)
- Draft Planning Policy Statement, Department of the Environment, Northern Ireland (2008)
- Statutory Guidance on Planning and Sustainable Development, Scottish Executive (2007)
- Sustainable Transport Choices and the retail sector, Confederation for Integrated Transport (2006)
- Scottish Communities Initiative, Scottish Government (2008)

3.2.2 The documents state that land use and transport planning have to be synchronised to deliver sustainable development. At the same time, all the documents recognise the complexity of coordinating the two processes. Developing high level strategies that can then be interpreted on the ground is a recommendation that most of the reviews propose.

3.2.3 The key messages are as follows:

- sustainable transport networks should be designed early in the development process and be fully integrated in the spatial planning process.
- development should be planned holistically to minimise the need for movement and to facilitate and encourage safe movement on foot, by cycle and public transport.
- an understanding of the inter-relationship between accessibility, location, design and the density and/or intensity of land use is required.
- good design is key to maximising sustainable transport use and reducing the need to travel.
- make sustainable travel options (walking and cycling) convenient and attractive options.
- planning policies should positively encourage (a) developments around public transport hubs and (b) a network of small, local retail and leisure facilities, linked to centralised services.

4   *Issues from Desktop Review*

4.1   Overview

4.1.1   This review enabled the identification of a number of issues which informed discussion at the consultation stage. These are as follows:

Strategic Considerations

- Locate development to reduce the need to travel
- Locate new development within existing settlements or near existing services
- Locate new development in locations that are either currently served by or are capable of being served by public
- Land for improved transport networks should be safeguarded
- Identify new transport infrastructure required to support the development strategy
- Support what is termed "appropriate" scale development in rural areas
- Retail development should be accessible by non-car modes
- Encourage the movement of freight by rail or sea or, where freight is dominant, along the strategic road network
- Promote low carbon and zero carbon building, particularly through the use of efficient, renewable energy systems

Local Considerations

- Require developments which generate a large number of trips to locate within or adjacent to town centres.
- Encourage mixed use developments
- Locate development so that users can access them safely by foot and by bicycle
- Increase density as a means of increasing access to existing public transport
- Provide infrastructure to support home working

Development Management Considerations

- Developers should support improvements to or provide public transport improvements or routes to public transport hubs/interchanges
- Encourage walking and cycling by providing supporting infrastructure
- Manage car use through car parking
- Traffic management and restraint measures should favour public transport, walking and cycling
- Promote development layouts which encourage shorter walking and cycling trips with convenient access to public transport services
- Ensure transport assessment of new developments
- Require Travel Plans to support development proposals

4.1.2   The key issues that were identified through this review formed the basis of the consultation with the local authorities and assisted with the preparation of a questionnaire that was sent to various organisations including: developers; NHS and public transport operators.

5   Key Reference Documents

5.1   Overview

5.1.1   A review of the key considerations and references at each of the three levels was undertaken and identified as follows:

- Strategic   SEStran and SESplan
- Local   Local authority planners and transport planners
- Development Management   Local authorities and developers

Strategic

Table 5.1:   Strategic Considerations

Policy and Strategy	National Planning Framework 2, Scottish Government (due spring 2009)
	National Transport Strategy, Scottish Executive (2006)
	National Freight Action Plan, Scottish Executive (2006)
	Strategic Transport Projects Review, Transport Scotland
	Freight Facilities Grant and Waterborne Freight Grant Schemes, Scottish Government (2008)
Transport Appraisal	Scottish Transport Appraisal Guidance, Transport Scotland
	Strategic Environmental Assessment Toolkit Scottish Executive (2006)
	Transport/Land-Use Modelling, Transport Scotland
	Consultation with Transport Providers

Local

Table 5.2: Local Considerations

Policy and Strategy	Strategic Development Plan, SESplan Regional Transport Strategy, SEStran (2006) SPP17 and PAN75 Planning for Transport, Scottish Executive
Appraisal	Scottish Transport Appraisal Guidance, Transport Scotland Strategic Environmental Assessment Toolkit, Scottish Executive (2006) Transport/Land-Use Modelling, Transport Scotland
Public transport	Consultation with public transport providers Planning for Public Transport in Developments, IHIE (1999)
Walking and Cycling	Designing Streets, Scottish Government (2009) Development of Strategic Urban Cycle Network, SEStran (2009) The National Cycle Network - Guidelines and Practical Details, Sustrans (1994)
Travel planning	The Essential Guide to Travel Planning, DfT (2008)
Car parking	Parking Management Strategy, SEStran (2008)

Development management

Table 5.3:   Development management considerations

Policy and Strategy	Local Plan
	SPP17 and PAN75 Planning for Transport
	Local Transport Strategy
	Development Management Guidance, Scottish Executive (2007)
	Local authority development management guidance
Public transport	Consultation with public transport providers
	Planning for Public Transport in Developments, IHIE (1999)
Walking and cycling	Designing Streets, Scottish Government (2009)
	Cycling by Design, Scottish Government (2000)
	Guidance on Design and Best practice in Cycling
	Infrastructure and Facilities, SEStran (2008)
	Home Zone Design Guidelines, IHE (2002)
Roads and car parking	Traffic Impact Assessment, IHT (1994)
	Traffic Assessment and Implementation: A Guide, Scottish Executive (2005)
	Parking Management Strategy, SESTRAN (2008)
Travel planning	Travel planning guidance: Choose another way: Your practical guide to Travel Planning, Scottish Government (2008)
	Making Car sharing and Car Clubs Work: A Good Practice Guide, DfT (2005)
	www.tripsharesestran.com
Inclusion	Inclusion by Design, CABE (2008)
	PAN78 Inclusive Design

6   Consultation

6.1   Local Authorities

6.1.1   The following local authorities were invited to attend two workshops held at the SEStran offices:

Table 3.6.1:   Local authorities invited to workshops

	Planning	Transport Planning	Economic Development	Environmental Management
Clackmannanshire		▪		
East Lothian	▪	▪	▪	▪
Falkirk	▪	▪		
Fife	▪	▪	▪	▪
Midlothian	▪	▪	▪	▪
Scottish Borders	▪	▪	▪	▪
The City of Edinburgh	▪	▪	▪	▪
West Lothian	▪	▪	▪	▪

6.1.2   A total of 14 officers attended the two workshops. This included representatives of Midlothian, City of Edinburgh, Fife, Scottish Borders, East Lothian and West Lothian Councils. A separate interview was carried out with SESplan. Notes of the workshops are included at Appendix 3.

6.1.3   The desktop review identified several definitions of sustainable development and these were discussed at the workshops. The general view was that producing another definition was not necessary. It was suggested that the definition used by the EU and the Scottish Government of 'meeting the needs of the present without compromising the ability of future generations to meet their own needs' should continue to be used.

6.1.4   In the guidance document this high level definition has been used together with several overarching principles.

6.1.5   In general, the view of attendees was that guidance should not repeat existing documents, although a summary of key issues may be appropriate. The guidance should be example-led, identifying what is best practice and is transferable to the SEStran area. It should provide information on useful documents and how to access them for future reference.

6.1.6   The potential for sustainable development principles to contribute to national carbon reduction targets was highlighted, although it was accepted that carbon/ecological footprinting is at a relatively early stage.

6.1.7   Innovation, including the identification of any barriers to innovation, was highlighted as an area which would be of use in the guidance.

6.1.8   The key points from the workshops were as follows:

Strategic

▪   Constraints to sustainable development relate primarily to funding and political will. This has implications for the implementation of transport infrastructure prior to the

commencement of development. Local authorities are often reliant on developer funding for transport and other infrastructure improvements and early implementation of infrastructure often does not happen.

- There was discussion on sharing the benefits of development throughout the region rather than focusing on Edinburgh. The issue of the role of the city centre and the greenbelt was highlighted.
- There is a need to identify where public transport capacity exists through regional multi-modal transport modelling. This should model cross-boundary routes, identifying the regional transport implications of new developments.
- Influencing existing travel culture and encouraging behaviour change from the car to walking, cycling and public transport should be considered. The economic benefits of behaviour change initiatives should be measured and communicated.
- The transport implications of combined heat and power delivery on large-scale greenfield sites should be considered.
- The next steps for travel across water should be considered.
- Support to enable home working should be addressed at a strategic level.
- The need for freight movement should be reduced through local production and then by encouraging more movement by rail or water (including canals).

Local

- Legal agreements can be used to ensure delivery of transport commitments and these should take account of cumulative committed development.
- Early consultation with stakeholders and the public is essential.
- Opportunities for underground waste systems should be identified.
- Early provision of community facilities e.g. retail supports sustainable travel since people can walk to use local facilities.
- The layout of developments can also encourage walking and cycling by providing direct routes to facilities such as schools.

Development Management

- There is an issue about how developer contributions can be controlled and enforced.
- Developer contributions could be used to fund demand responsive transport which could be of particular benefit in rural areas.
- Integration of transport modes should also be supported.
- Demand management has a role to play e.g. car parking strategy, pricing.

6.2 Other Organisations

6.2.1   20 organisations were sent a questionnaire outlining the background to the project and seeking their views on sustainable development. The questionnaire is included at Appendix 4. This was followed up by telephone contact. The following organisations agreed to give feedback:

- Cala Homes
- NHS Forth Valley
- British Land
- The EDI Group
- Taylor Wimpey
- Forth Ports
- Stirling Developments
- Places for People
- Scottish Enterprise

6.2.2   The key points arising from these discussions were as follows:

- General
  - location is paramount - use accessibility modelling of the location for all modes(not just car)
  - create a sense of place and minimise need to travel by providing local facilities
  - provide a range of transport solutions giving people choice.
  - large-scale development provides critical mass for public transport
  - infrastructure needs to be in place from day one
  - develop along existing bus corridors
  - partnership working important to coordinate planning of infrastructure.
  - flexibility of site design to create places in which people want to live
  - transport is one aspect of sustainable development
  - opportunity to take advantage of new development should be considered

- Public transport
  - ensure capacity is available to support development
  - make new developments as bus-friendly as possible, provide lay-bys and segregation from other transport
  - the introduction of services is often not reactive to the new development unless a legal agreement is in place
  - public transport network is controlled by others and often not in place at an early stage.
  - at what level of development is a bus service required?
  - new mechanisms needed to fund public transport infrastructure – role for Scottish Enterprise to front load infrastructure?
  - long-term funding to pump prime bus services needed (e.g. English Kickstart programme)
  - multi-modal, integrated ticketing important
  - DRT – central management offers benefits
  - developer-transport provider relationship can be mutually supportive

- Walking and cycling
  - design in the infrastructure at the planning stage
  - inter-connectivity between streets and through links for pedestrians
  - direct footpaths and cycle routes

- Car parking
  - requirements vary in urban and rural areas and for type of shopping e.g. bulky shopping
  - role of park-and-ride balanced against cost of city centre parking

- Travel plans
  - have an important role to play- information packs and discount vouchers for new residents but travel options must be available

6.2.3   Examples of sustainable development in practice were also highlighted by some of the private sector organisations and this was followed up through desktop research to identify appropriate, on-the-ground solutions which could be included in the guidance.

6.2.4   The best practice examples have been used to exemplify the following considerations:

Strategic considerations
- reduce the need to travel

- locate in or near existing settlements
- optimise use of public transport networks
- identify new transport infrastructure
- support 'appropriate' development in rural areas
- promote freight movement by rail or water
- provide infrastructure to support home working

Local considerations
- develop within or adjacent to town centre
- sustainable access to retail development
- encourage mixed use and density of development
- provide pedestrian and cycle facilities
- implement and monitor travel plans

Development management considerations
- development design to prioritise pedestrians and cyclists
- access to public transport and public transport interchanges
- pedestrian and cycling infrastructure to promote short journeys
- manage car parking
- manage traffic
- provide travel information

6.2.5   A meeting was held with Transport Scotland which is currently reviewing PAN75. No details are available of the proposed changes to the document.

6.3   Public Transport Operators

6.3.1   First ScotRail, Lothian Buses, First Edinburgh and Stagecoach were contacted by e-mail and telephone to establish their views on sustainable development and particularly the servicing of new development with public transport. Two of these organisations agreed to respond and the key messages were as follows:

- involve public transport operators as early as possible in the development process
- provide suitable road infrastructure to enable access to the development by public transport
- recognise that bus stop locations are crucial and that the road layout should take account of this.
- bus stops should be nearer to retail developments than car parking
- recognise that pump priming will probably be required for bus services
- enforce bus facilities to prevent car parking
- recognise that circumstances change over a long-term development. The short-term timescales of public transport operators may be a constraint to long-term development
- there is inconsistency of approach between planning authorities in how they communicate and consult with public transport operators
- park-and-ride opportunities should be exploited with good interchange between modes offered, including cycle and pedestrian links and cycle parking
- limited capacity on the railway may be a constraint e.g. it may not be possible to accommodate a new train station

7 Best Practice

7.1 Examples

7.1.1   Best practice examples are highlighted in the guidance as follows:

- Hammarby, Stockholm
- Fyne Homes, Isle of Bute
- Craigmillar, Edinburgh
- Fairfield, Perth
- Newcastle Great Park
- Kent Thameside
- Edinburgh Park
- Vauban, Freiburg
- Edinburgh Waterfront
- Milton Keynes Partnership Committee
- Devon Fare Car
- Demand Responsive Transport, Scottish Borders
- Switch on Shropshire
- The Drum, Bo'ness
- Issy-les-Molineaux
- Newquay Growth area
- Vastra Hammen, Malmo
- Poundbury, Dorchester
- Kingsgate, Dunfermline
- Edinburgh Bioquarter
- Hopetoun Village, Edinburgh
- Velo V, Lyon
- Addenbrooke's Hospital, Cambridge
- Poole Quarter, Dorset
- Design Standards for New Housing, East Lothian Council
- TripshareSestran.com
- Royal Bank of Scotland HQ, Edinburgh
- Oxgangs, Edinburgh
- The Village, Caterham
- Northmoor, Manchester
- Seldown, Dorset
- Highways Agency and British Land Memorandum of Understanding
- New Acute Hospital, Larbert
- Slateford Green, Edinburgh
- Wallyford Park & Choose, East Lothian Council
- Camden, London
- Home Zones, Holland and Aberdeenshire
- Edinburgh City Car Club
- Staiths South Bank, Gateshead
- Peterborough, Cambridgeshire

7.1.2   More information on each of these examples is summarised at Appendix 5.

8 Draft Guidance

8.1 Developing the Guidance

8.1.1 The information gathered through the desktop review and consultation was reviewed to inform the development of the guidance document.

8.1.2 Input from consultees stressed the value of giving best practice examples, ideas and useful references and contacts rather than restating existing guidance. As a result, further desktop research was undertaken at this point to identify good examples both in the UK and Europe of sustainable development in practice.

8.2 Structure of the Guidance

8.2.1 The guidance is structured as follows:

- Introduction
  - Why is the guidance needed?
  - Key documents
  - What is this guidance for?
  - How has the guidance been developed?
- What is Sustainable Development?
- Overview of Key Considerations
- Strategic Considerations
  - Introduction
  - Reduce the need to travel
  - Locate in or near existing settlements
  - Optimise use of public transport networks
  - Identify new transport infrastructure
  - Support "appropriate" development in rural areas
  - Support freight movement by rail and water
  - Provide infrastructure to support home working
- Local considerations
  - Introduction
  - Develop within or adjacent to town centres
  - Provide sustainable access to retail development
  - Encourage mixed use and density of development
  - Support pedestrian and cycle facilities
  - Implement and Monitor Travel Plans
- Development Management Considerations
  - Introduction
  - Development design to prioritise sustainable transport
  - Provide access to public transport and transport interchanges
  - Provide pedestrian and cycling infrastructure
  - Manage car parking
  - Manage traffic
  - Provide travel information
- Useful References
  - Further Information
  - Contacts

8.2.2 There are separate chapters for strategic, local and development management considerations. These set out key considerations and provide examples of where these have been implemented.

8.3   *Further Information*

8.3.1   The guidance concludes with a list of useful reference documents and websites. These are listed at Appendix 6.

Appendix 1

Summary of Structure and Local Plans

Appendix 2

Best Practice Document Review

Appendix 3

Notes of Local Authority Consultation

Appendix 4

Questionnaire

Appendix 5

Best Practice Examples

Appendix 6

Useful References