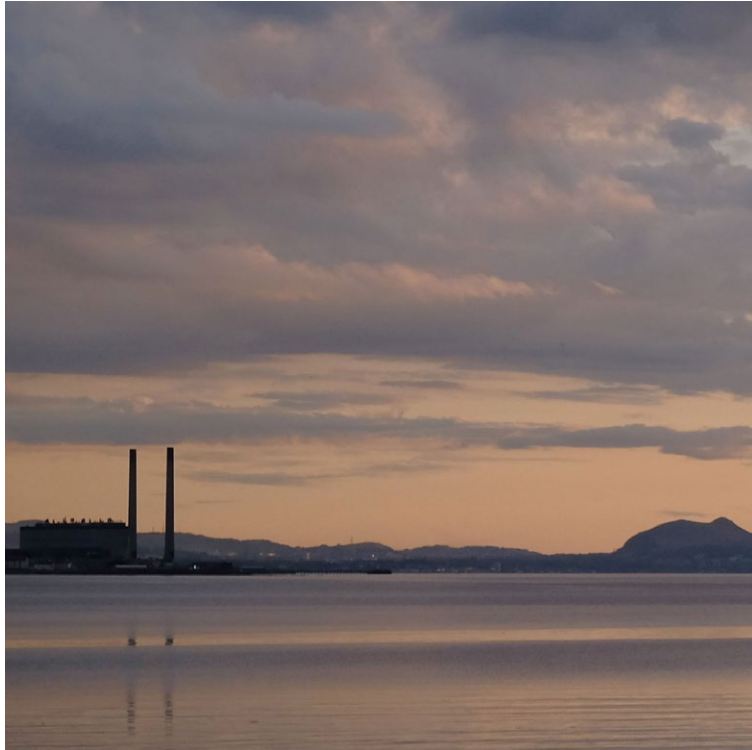




# Former Cockenzie Power Station & Surrounding Area

Masterplan Report

August 2017



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# PREFACE

East Lothian is a hugely attractive place to live, work, do business, enjoy recreational activities and visit. The area has attractive countryside and coast and a vast amount of cultural and natural heritage, as well as settlements of different sizes and character. In addition, there are strong historical and heritage links with the energy industry.

The Cockenzie/Prestonpans area has a particularly strong connection to energy production. Coal has had an important role in the history of the area since medieval times. Newbattle monks mined coal in the early 13th century and used it to boil sea water in large pans to extract the salt. In 1722 a wagonway, reputed to be the first railed transport in Scotland, was constructed to carry coal from the mines lined between Tranent and Cockenzie harbour. Through the centuries coal continued to power a variety of local industries, including potteries, brickworks, soap works and breweries.

The former Cockenzie Power Station site is a key part of this energy history, from when it formally opened on the 28<sup>th</sup> May 1968 to when it was decommissioned 45 years later in March 2013, and subsequently demolished on the 26<sup>th</sup> September 2015 with the collapse of the twin chimney stacks in a controlled explosion. During its lifetime, the power station generated 150 terawatt hours of electricity. The site of the

former Cockenzie Power Station is still considered today to be of strategic national significance in respect of energy use. The site contains significant infrastructure assets in the form of the connection to the national grid, a railhead and a pier.

East Lothian is facing great change in its population, economy and way of life, which will affect all who live there and the towns and villages they live in. It is vitally important that East Lothian's special qualities for future generations are conserved. But at the same time it is also important to embrace change and to provide appropriate opportunities to help grow and diversify East Lothian's economy and to create more jobs in the area. Significant population growth is expected to continue in East Lothian and it is imperative that the new homes being delivered are balanced with an appropriate level of employment opportunities, as well as maintaining high quality services and infrastructure, taking into account the needs of the growing communities to create sustainable and active places.

The East Lothian Local Development Plan (LDP) sets out the Council's planning strategy and policies to help stimulate, guide and manage future development within East Lothian. The Council's LDP is ambitious for the future of the area, and explicitly identifies key strategic aims,

including growing the local economy, providing more jobs and homes and addressing infrastructure challenges and inequality.

This Cockenzie Masterplan is equally ambitious. It aims to:

- Optimise economic and social impact to support a flourishing economy;
- Utilise the site's existing assets;
- Create a shared vision;
- Be evidence-based;
- Be deliverable.

The future offers great opportunities. A vision for the future redevelopment of the area which reflects Council, local communities and external stakeholders' aspirations, provides a real platform for growing a flourishing economy and building a prosperous, safe and sustainable location. Investment in the infrastructure of the area will enable and facilitate further growth.

The growth of the energy related sector in association with compatible mixed uses, including the potential of HQ office buildings, to iconic tourism and recreational facilities, to take advantage of the considerable local skills and talent pool, adds up to a considerable economic potential. It is in this context that the Cockenzie Masterplan is set.



# EXECUTIVE SUMMARY



The Cockenzie Masterplan is *ambitious* – ambitious in terms of *maximising the economic benefits* and *job potential* of the site – creating options, priorities and a preferred masterplan that builds upon the site's *existing assets* with the greatest economic and social impact creating the environment and opportunities that will support a *flourishing economy* and help build a prosperous, safe and sustainable location.

The Masterplan has developed a *clear vision* for the future of the site over the next 25 years with local communities and stakeholders in a manner which facilitates and reflects a *shared understanding* of the future opportunities and options. It is expected that the Masterplan will be the main evidence source in developing the Supplementary Guidance to the East Lothian Local Development Plan, and therefore provides an *evidence-base* for policy formulation in relation to future uses of the site and potentially the assessment of planning applications in relation to the provisions of National Planning Framework 3 (NPF3), or an updated NPF during the lifetime of the East Lothian Local Development Plan (ELLDP).

The Masterplan outlines a *high level delivery strategy* and considers high

level cost options and proposals which address key strategic challenges which facilitate and support area regeneration, sustainable place-making whilst protecting appropriate future economic opportunities.

The site of the former Cockenzie Power Station and the surrounding area is embedded within a rich and varied history, including coal and energy, as well as its coastal location. There are several key site assets which the Masterplan utilises, including the transformer and connection to the national grid, the coal store area, its coastal location and pier, accessibility to the road network and the rail siding. In addition, the Masterplan connects and enhances various features within and around the site, including the coastal John Muir Way, the Waggonway and the sites associated with the Battle of Prestonpans. It is clear that the site of the former Cockenzie Power Station and the area of land covered by the Masterplan is significant in scale and varied in character to accommodate a range of future compatible uses that will enable the greatest economic and social impact.

The Masterplan has been shaped and informed by robust and inclusive consultation working with the Council,

local communities and stakeholders, including national public sector agencies, industry bodies, businesses and local schools. The Stage 1 Stakeholder Engagement comprised stakeholder workshops for national stakeholders and local stakeholders, drop-in community sessions, and a school session during November 2016. This generated over 330 responses. The feedback suggested that the Masterplan should respond to various key themes, including to create local jobs, raise the aspirations of the area, create a destination, make the communities places that people want to stay, create a clean and green area, respect the heritage, retain natural assets and deal with the capacity constraints and other deficits. The Stage 2 Stakeholder Engagement generated an even higher number of participants. It was undertaken during February 2017 to update the communities on the progress to that point, to provide an opportunity to review several Masterplan scenarios/variants and to provide feedback that would be used to inform the final Masterplan design and delivery strategy. The Vision for the Cockenzie Masterplan is crucial to the achievement of the Council's broader strategic aims to address the growth of the Economy, Communities and People. The three key objectives of the Vision are:

- **Flourishing Economy** - to develop the area's economic potential; to strengthen the area's transport connections; and to make the local communities vibrant and economically viable;
- **Active Communities** - to build sustainable, attractive communities;
- **Sustainable Place** – to extend and improve the green network and protect the area's natural heritage; to improve the sense of place and to protect, enhance and promote historic and cultural environments; and to contribute to climate change mitigation and adaption.

Not only does the Masterplan seek to maximise economic and social impact and create the environment and opportunities to support a flourishing economy, it also seeks to build a prosperous, safe and sustainable location utilising the site and surrounding assets. In developing the Masterplan proposals key strategic issues have been considered, namely:

- **Economic Strategy** – ensuring that the Cockenzie Masterplan site becomes an economic driver fundamental to sustainable economic growth locally, regionally and nationally.

The Masterplan recognises that the energy sector will remain a key driver of growth, and the value it creates will drive the demand that will ultimately support other compatible sectors and activities. Successful, resilient and prosperous areas of the size and scale of the Cockenzie Masterplan need to have a diverse range of economic activities – from retail and recreation to serve the local population, through to a range of businesses that take up office and other commercial space. An economic strategy based on widening the economic role of the area, exploiting the assets of the site and surrounding area which makes this part of East Lothian distinctive and special, will also help to change perceptions and create an even more attractive location for investment, working and living.

- **Infrastructure Strategy** – new and improved infrastructure is key within the overall masterplan strategy, creating the additional capacity required to deliver a range of opportunities linked to economic, community and environmental themes. Utilising the site's infrastructure assets can catalyse growth and attract inward investment. This will assist in growing the employment base.
- **Place Strategy** – Cockenzie and the settlements in the surrounding area are rich in distinct heritage, landscape, coastal and natural assets. The 'place strategy' for the Cockenzie Masterplan – connections, movement, green infrastructure, quality and identity – aims to promote this uniqueness to a wider audience, and use the local

environment to foster more activity and use. The quality of the natural and heritage assets is well provided, but their accessibility can be enhanced to enable their full potential to be achieved.

A port variant to the Masterplan is also considered in response to both the consultation process, as well as the Council's view as planning authority that in land use terms the potential for new build port or harbour facilities at Cockenzie should relate to 'energy' development, and not be restricted to only 'marine renewable energy' related development.

The Cockenzie Masterplan recognises the variation in character and assets across the site, and that there is not the same scope for physical change and development in all areas, due to physical, cultural or heritage opportunities and constraints. The Cockenzie Masterplan is therefore divided into four zones:

- **Zone 1 Coastal** – consists of two distinct parts comprising the proposed development on the former Cockenzie Power Station site and the Greenhills area at Preston Links, on either side of Edinburgh Road.
- **Zone 2 Energy Quarter** – proposed to address the requirement for the site to accommodate a potential range of energy uses.
- **Zone 3 Coal Store** – a large employment-based zone, providing a major opportunity to provide local jobs.
- **Zone 4 Battle of Prestonpans** – not a location for major development, but rather as a landscape asset that retains

and celebrates the battlefield site by facilitating access and maintaining and improving the setting of the Waggonway and other local features.

A high level assessment of the potential economic impacts of the proposed Cockenzie Masterplan has been undertaken. An economic impact model was built to establish gross and additional jobs and GVA generated by the Masterplan. The Masterplan is estimated to generate approximately 3,348 gross full-time equivalent jobs, 1,639 of which will be additional for East Lothian and 1,021 for Scotland as a whole. This is based upon approximately 100,000 GEA sqm (excluding car parking). Additional GVA is estimated at approximately £66 million at East Lothian level and £56 million across the country. See Appendix D Economic Impacts (separately bound) for further background information on the GVA figures. This is considered realistic when compared with other energy + mixed use developments over a 25-year period.

An Initial High Level Order of Cost Estimate of the Masterplan, based on approximately 100,000 sqm, indicates a cost of approximately £393 million with contingencies of approximately £59 million generating a total cost of approximately £452 million (April 2017 Base). A high level delivery strategy considers the key issues for the delivery of the Masterplan and a potential delivery strategy. The delivery strategy is set within the context of the Masterplan being the main evidence source which could be used by the Council in the preparation of supplementary guidance for the purposes

of controlling future development in the Cockenzie area. Site ownership will clearly influence the final delivery strategy of the Cockenzie Masterplan. The precise configuration of the final delivery model will need a process of further detailed refinement, stakeholder engagement and legal consideration to ensure it is fully fit for purpose. The long-term development framework that has been prepared for the Cockenzie Masterplan allows for a phased and progressive approach to its implementation over a flexible timescale.

The key deliverables of the Cockenzie Masterplan are:

- NPF compliant – energy + additional mixed uses
- 90,000 sqm of employment space and 3,500 jobs (approximately)
- Investment potential – phasing options
- Strategic connection and community access
- New green links and recreational space
- Scale, identity and positive brand
- Strong community input

The Cockenzie Masterplan is ambitious, maximises the economic and social impact and creates the environment and opportunities that support a flourishing economy. It can help build a prosperous, safe and sustainable location for current and future generations. It is a key catalyst for positive change that can make a significant contribution to sustainable economic growth locally, regionally and nationally. The Masterplan demonstrates that Cockenzie has the necessary assets and ingredients to be of significant investment interest to both national and global markets.



# INTRODUCTION

## Background

Peter Brett Associates (PBA) was commissioned by East Lothian Council (the Council) in September 2016 for the provision of Masterplanning services for the former Cockenzie Power Station site and surrounding area.

The purpose of the Masterplan is to create a vision for the future redevelopment of the area. A wide range of future opportunities for the site have been explored. Options and priorities which have the greatest economic and social impact and create the environment and opportunities that support a flourishing economy and help build a prosperous, safe and sustainable location have been considered and identified as part of the Masterplan process. The Masterplan reflects both Council and stakeholder aspirations. The proposals have been developed and tested with the community and other key stakeholders.

## The Team

The Masterplan team is led by PBA who has assembled a unique multi-disciplinary professional team of creative and imaginative consultants with exceptional ability, reputation and experience who have brought the following strong skills to the Masterplanning process:

- Peter Brett Associates: *development planning, economic and business development, transport planning, infrastructure engineering and Strategic Environmental Assessment (SEA);*
- Whatmore urban design + architecture: *design and Masterplanning;*
- Kevin Murray Associates: *public engagement and stakeholder management; and*
- Gardiner and Theobald: *cost planning.*



## Aims and Objectives

The principal aims and objectives of the Masterplan are:

- To develop a clear vision for the future of the site with local communities and stakeholders to facilitate and reflect a shared understanding of the future opportunities and options;
- To provide an evidence base for policy formulation in relation to future uses of the site and the assessment of planning applications in relation to the provisions of the National Planning Framework 3 (NPF3);
- To set out a clear analysis of the site within a national, regional and local context;
- To set out cost options and proposals which will address key strategic challenges and will facilitate and support area regeneration, sustainable place-making and protect future economic opportunity.

The Masterplan will provide a long term vision of the site and surroundings over the next 25 years which reflects the aspirations and ambitions of current and future generations, and is sufficiently flexible to respond to changing economic and social circumstances during this period. The Masterplan aims to realise the exceptional opportunity provided by the site of the former Cockenzie Power Station and its unique combination of assets, including access to the national grid, waterfront location, jetty, rail siding and accessibility to the national road network. The Masterplan is a shared vision for the area that can provide a robust framework for investment and decision making, but also create a distinctive identity and sense of place.

The Masterplan provides a framework for the delivery of the Council's wider policy framework, including key issues such as: sustainable and inclusive economic growth; tackling inequality; tourism/recreation/heritage and active communities; green networks and the environment; sustainability; and transportation.





## The Status of the Masterplan

This Masterplan has the potential to be the main evidence source for the Supplementary Guidance (SG), subject to the agreement of East Lothian Council to initiate the appropriate procedures towards adoption of the Masterplan as SG.

**‘Statutory’ Supplementary Guidance** would embed the Masterplan in future planning policy and control development through the East Lothian Local Development Plan once adopted. As envisaged by Scottish Ministers, this would allow plans themselves to focus on vision, the spatial strategy, overarching and other key policies and proposals, that much detailed material can be contained in SG. The principles outlined in this Masterplan can be used to inform future decisions by the Council and other stakeholders undertaking development on the site of the former Cockenzie Power Station and surrounding area, as defined by the Masterplan. An amount of design work has been carried out to date in order to engage with stakeholders and consider the overall viability of the Masterplan proposals. It is expected that more detailed Masterplanning and feasibility studies will follow as individual projects are implemented.

The East Lothian Local Development Plan (ELLDP) Proposed Plan 2016 provides for the policy position in respect of the Cockenzie site to be reviewed when the LDP is operative. This could be

achieved in the preparation and adoption of statutory Supplementary Guidance in respect of the Cockenzie site, which could take the form of a masterplan. Such a masterplan could be triggered if the national policy approach changes, or if a thermal power station proposal is implemented and there is surplus land remaining. This provides for an earlier review of the policy position than would be possible through a review of the LDP itself. This approach would be consistent with National Planning Framework 3 (NPF3) in terms of the prioritisation of National Development 3 (thermal power generating station), and the expectation for collaborative master planning at Cockenzie expressed in the description of the Area of Coordinated Action. It may be that, should the Scottish Government’s aspirations of the site change in any future National Planning Framework, that any masterplan / supplementary guidance may be more closely aligned with community aspirations for the redevelopment of this site.

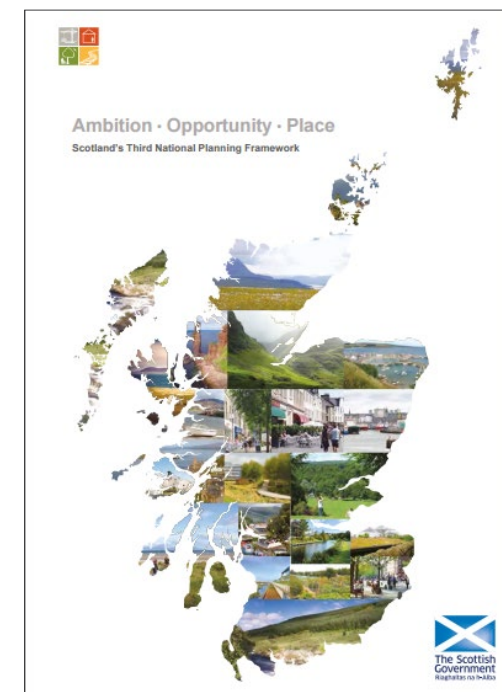
The Council submits that the preparation of statutory Supplementary Guidance whilst the plan is operative would be an appropriate vehicle, whether a thermal power generating station is approved at the site or not. Such an approach would allow the site’s future to be ‘settled on’ earlier than a review of the LDP.

Authorities may also issue **non-statutory planning guidance** without

going through the procedures for Supplementary Guidance. Scottish Ministers do not expect authorities to promote all of their current non-statutory planning guidance to become Supplementary Guidance - much of this can continue to provide useful interim or long-term guidance.

Non-statutory planning guidance may be used to provide detail on a range of subject areas. One of the benefits of non-statutory guidance is that it can be updated quickly as required. It can also be prepared where an issue arises during the lifecycle of the plan, and there is therefore not the appropriate hook in the plan to allow the supporting guidance to form statutory Supplementary Guidance. It could be used in this way to address various issues, for example in relation to an emerging technology which the authority wants to provide some planning guidance on, or in relation to a windfall site for which the Council wish to provide a design framework or Masterplan.

This non-statutory guidance should not be termed Supplementary Guidance and will not form part of the development plan. However, the Council’s adoption of it will give it a degree of authorisation and it may be a material consideration in decision making.







Surrounding Area





The former Cockenzie Power Station and surrounding area