

# Planning Committee

10am Thursday 6 December 2012

## Craigmillar Urban Design Framework Review: Options for public consultation

Item number

Report number

Wards

Ward 17 – Portobello / Craigmillar

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# Executive summary

## Craigmillar Urban Design Framework Review: Options for public consultation

### Summary

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The purpose of this report is to seek Committee approval of a document setting out options for public consultation that will inform the preparation of a revised Craigmillar Urban Design Framework (CUDF).

On 11 August 2011, the Committee agreed to commence a review of the Craigmillar Urban Design Framework (CUDF) in light of changing economic circumstances and asked officers to engage with community and other stakeholder interests to prepare a revised framework for its consideration in due course.

This report summarises the development strategy of the CUDF as agreed in 2005 and describes the progress made towards the delivery of the key elements of the Framework. It also describes the steps taken to engage with community and other interests regarding the development that has taken place and how things could be done differently in future.

The engagement that has taken place to date has generated a series of options. These are set out in a document appended to this report that will form the basis for further consultation and which ultimately will shape and inform the content of the revised framework.

### Recommendations

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It is recommended that the Committee:

- a) notes the progress that has been made in the delivery of key elements of the Craigmillar Urban Design Framework; and
- b) agrees the options set out in Appendix 1 as a basis for further consultation with residents of Craigmillar and other interested stakeholders.

### Measures of success

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The Edinburgh People's Survey 2011 identified a high level of satisfaction with the quality of new buildings and spaces in the Portobello / Craigmillar Neighbourhood Area. A measure of success would be maintaining or improving this high level of satisfaction.

## Financial impact

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Whilst there are no immediate financial implications for the Council arising from this report, Parc has stated that it can no longer afford to deliver a new community high school in its entirety. Whilst Parc has not, as yet, been able to clarify how much could be contributed towards a new school it is inevitable that a significant financial obligation will fall directly to the Council.

## Equalities impact

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There is no relationship between the matters described in this report and the public sector general equality duty. There is no direct equalities impact arising from this report. A full Equalities and Rights Impact Assessment will be undertaken on the revised Craigmillar Urban Design Framework.

## Sustainability impact

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The Craigmillar Urban Design Review is being prepared in the context of the Edinburgh City Local Plan which, through Policy DES 6, promotes sustainable design and construction. The considerations of the Plan in this regard will be reflected in the revised framework.

## Consultation and engagement

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In December 2011 a community workshop, led by Architecture+Design Scotland, was held at the White House in Craigmillar. More recently a community walk-about exercise and a drop-in session, again at the White House, have been held, all of which have informed the development of options presented in the CUDF review, attached as Appendix 1 to this report.

The Review has also been discussed at the Craigmillar and Portobello Neighbourhood Partnership Housing Regeneration sub-committee.

## Background reading / external references

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### Coalition pledges

Providing for Edinburgh's economic growth and prosperity

Maintaining and enhancing the quality of life in Edinburgh

### Council outcomes

Edinburgh draws new investment in development and regeneration

Edinburgh's economy creates and sustains job opportunities

Edinburgh residents are able to access job opportunities

Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards and maintenance of infrastructure and public realm

**Single Outcome Agreement**

Edinburgh's communities are safer and have improved physical and social fabric

1. Craigmillar Urban Design Framework 2005
2. Report to the Planning Committee dated 11 August 2011 – Craigmillar Urban Design Framework – Proposed review and public consultation

## Craigmillar Urban Design Framework Review: Options for public consultation

### 1. Background

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- 1.1 The Craigmillar Urban Design Framework (CUDF) was approved by the Council as supplementary planning guidance (SPG) in September 2005. The Framework describes a vision for the future of Craigmillar and promotes a series of development opportunities and infrastructure projects. It also describes in some detail principles to guide their development.
- 1.2 On 11 August 2011, the Committee agreed to commence a review of the CUDF in light of changing economic circumstances and the difficulties in bringing forward development and asked officers to engage with community and stakeholder interests in Craigmillar to prepare a revised Framework.
- 1.3 In December 2011, a community workshop, led by Architecture+Design Scotland, was held at the White House in Craigmillar. More recently a community walk-about exercise and a drop-in session, again at the White House, have been held, all of which have informed the development of options presented in Appendix 1 to this report.

### 2. Main report

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- 2.1 The Craigmillar Urban Design Framework (CUDF) was prepared in the context of the South East Edinburgh Local Plan and approved as supplementary planning guidance (SPG) in September 2005. The Framework was prepared by consultants commissioned by the regeneration company PARC and the Council, following public consultation exercises.
- 2.2 In summary, the CUDF sought to:
  - bring prosperity to the area in terms of jobs, security and a family-friendly environment;
  - breathe new life into the community – with schools, town centre improvements and other facilities alongside new housing;
  - keep the best of Craigmillar, making more of its potential in terms of people and the cultural, historical and natural features; and
  - link Craigmillar with the rest of the City through visual and physical connections.

- 2.3 The CUDF notes that a regenerated Craigmillar was to be achieved by developing significant areas of land for new housing, including a good mix of house types, sizes and tenures, complementary community facilities and the creation of series of public open spaces and parks. The Framework also promoted a repositioned and strengthened town centre to serve its existing and future population and the provision of new community schools, including a replacement Castlebrae High School on a town centre site.
- 2.4 The CUDF promotes a design approach that advocates the creation of street frontages within a street pattern based on small development blocks, 'local streets' as civilised places where people, cyclists and cars could move safely, incorporating a pattern of open spaces, comprising secluded private spaces enclosed by residential blocks, and small public spaces open to the street for people to meet and gather.

### **Progress**

- 2.5 Since the middle of 2008 the economic recession has had a significant impact on the development programme of PARC and other developers. Residential sales have slowed necessitating the introduction of shared equity schemes to achieve volume, resulting in delayed sales receipts and reduced development values. Proposals for the development of a town centre supermarket have stalled and prospective land sales have fallen through. Taken together, the impact of the recent economic downturn has been to stall the regeneration process to an extent that it is now virtually impossible to deliver the projected development within the timescales originally envisaged.
- 2.6 At the project's inception the Council, through PARC, sought the delivery of:
- 2,200 dwellings on land in its ownership;
  - a refurbished town centre with office, retail and leisure space;
  - a new community high school, library and other community facilities;
  - two new primary schools;
  - an improved public realm;
  - approximately 60 hectares of open space and parks;
  - in addition, a further 1,000 dwellings, principally on greenfield land at Greendykes, and approximately 40,000 sq.m. of business space were to be provided, by others;

Two other significant projects, noted by the CUDF but not specifically addressed by it, are the Niddrie Burn River Restoration project and the construction of a public transport link between Old Dalkeith Road and Greendykes.

2.7 To date, PARC has successfully delivered:

- the development of approximately 400 dwellings,
- two new primary schools, including nurseries;
- the development of business units;
- a range of community facilities, including:
  - a new all-weather flood-lit sports pitch,
  - allotments; and,
  - landscaping and tree planting projects.
- also:
  - the Council's new East Neighbourhood Centre and Craigmillar Library at Niddrie Mains Road has recently opened to public use; and
  - around 190 dwellings have been completed, or are nearing completion, by others.

2.8 In addition to the above, planning applications / permissions are either being sought or in place to deliver important elements of the development strategy, including a 'minded to grant' application for the redevelopment of the town centre (the Council is seeking to enter into a joint venture partnership early in 2013 and commence a review of the masterplan by next Spring) and a detailed planning permission promoting a revised masterplan and housing proposals for South Greendykes.

### **The Review**

2.9 The CUDF Review, at this stage of the process, seeks to highlight those areas of the Framework that require to be brought up-to-date in terms of development plan policy, extant planning permissions and/or masterplans, infrastructure projects and to reflect recent decisions of the Council, particularly in respect of the town centre and school provision.

2.10 The Review also presents an opportunity to reflect on the success or otherwise of development that has taken place in Craigmillar and to understand why some developments are regarded by the community as being successful and others less so. To address such issues, a series of options have been developed under the main themes set out in the CUDF. The options are set out in the document attached to this report (Appendix 1). The options have been informed by a series of community engagement events, including a community workshop, led by Architecture+Design Scotland, discussions with the Neighbourhood Partnership, a walk-about with community representatives and a drop-in session - a summary of the workshop outputs and the comments received at the drop-in session are attached as appendices 2 and 3, respectively, and have also been made available online.

## **The Options**

2.11 The options are intended to inform future discussion and events leading to the preparation of a revised framework. The options focus on the principal issues raised by the community and other stakeholder interests at the workshop, walk-about and drop-in sessions. The options are presented under the following themes and issues:

- Housing and Design
  - Housing layout, design and type
- Movement
  - the management of traffic and the provision of shared space on Niddrie Mains Road
  - connections to Little France
- Centres and Services
  - provision and location of a supermarket
  - streetscape quality
- Community Facilities
  - the location of a new Community High School
- Parks, Open Spaces and Environment
  - location of parks and open spaces within new development
  - the future use of Cairntows Park
- Business and Employment
- Drainage and Infrastructure.

## **Community Engagement**

2.12 It is intended to engage with and consult residents of Craigmillar and other interested stakeholders to develop the options set out in Appendix 1 before conducting a formal public consultation exercise early next year. The options will be discussed and refined through discussion with the Neighbourhood Partnership and a public consultation strategy agreed before embarking upon a formal consultation exercise in the New Year. The programme will allow the results of the consultation exercise to be discussed by the Neighbourhood Partnership at the end of May 2013. A revised CUDF will then be presented to the Committee at its meeting in August. It is not proposed to prepare a draft revised CUDF given the extent of community engagement and public consultation involved in this exercise.

2.13 The timescale described above would allow the general principles to guide and shape the review of the town centre masterplan to be discussed and agreed before work starts on this particular exercise in Spring next year.

### 3. Recommendations

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- 3.1 It is recommended that the Committee:
- a) notes the progress that has been made in the delivery of key elements of the Craigmillar Urban Design Framework; and,
  - b) agrees the options set out in Appendix 1 as a basis for further consultation with residents of Craigmillar and other interested stakeholders.

#### **Mark Turley**

Director, Services for Communities

#### Appendices

1. Craigmillar Urban Design Framework Review: Options for public consultation;
2. White House Workshop outputs;
3. Summary of drop-in day comments.

# **Craigmillar Urban Design Framework Review:**

## **Options for public consultation**

(Text only version)

6 December 2012

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- Drainage and Infrastructure

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## **1.0 Introduction**

- 1.1 The Council has embarked upon a review of the Craigmillar Urban Design Framework (CUDF). This document is not the revised Framework but has been prepared to inform that process. It sets out a series of options and choices for change which have been informed by feedback from a number of community engagement exercises. Using the themes of the CUDF, this document summaries the aspirations for Craigmillar envisaged at the time of its preparation, the progress that has been made towards meeting them, the issues that have emerged since that time, and the options and choices for change. These options are now being made available for wider public comment.

### **Background**

- 1.2 The Craigmillar Urban Design Framework (CUDF) was approved by the Council as supplementary planning guidance (SPG) in September 2005. The Framework describes a vision for the future of Craigmillar and promotes a series of development opportunities and principles to guide their development. Since its approval, significant progress has been made in the delivery of key elements of the development strategy and a new and regenerated Craigmillar is beginning to take shape. However, since mid 2008 difficult economic circumstances have had a significant impact on the development industry and its ability to deliver development on the ground. In addition a number of options have arisen regarding the future of some the development areas that require to be considered in more detail with the residents of Craigmillar and other interested stakeholders. For these reasons, the Council, in August 2011, agreed to commence a review of the CUDF.
- 1.3 In undertaking a review, the opportunity will be taken to update the CUDF in terms of planning policy, planning permissions and masterplans that have been approved, the various infrastructure projects that have been completed or nearing completion and to reflect recent decisions of the Council.
- 1.4 Before preparing the revised CUDF, the Council wishes to engage and work collaboratively with the local community and others that have an interest in Craigmillar to understand the issues of concern and develop appropriate responses. This process has already begun with a number of events to identify issues of concern to local residents and others and, importantly, to seek views on what has worked well and what could have been done differently. In addition to the events that have taken place, the Council intends to liaise with the Neighbourhood Partnership and community representatives to develop the options set out in this document and agree the most appropriate means of community engagement. The intention is then to undertake a more formal public consultation exercise early in 2013, following which a revised CUDF will be prepared and presented to the Planning Committee of the Council for its consideration.

### **Key aims and objectives**

- 1.5 The key aims and objectives of the review are to:
- engage with the residents of Craigmillar and other interested stakeholders;
  - update the CUDF in terms of planning policy, planning permissions and masterplans approved since its preparation;
  - review development that has taken place in Craigmillar since the approval of the CUDF in 2005;

- identify the key issues that require to be addressed in the context of the current economic circumstances; and,
- provide a context for the town centre masterplan review.

### **Community Engagement**

- 1.6 The options described in this document have been informed by discussion and comments made at a series of community engagement events, including:
- White House Workshop
  - Meetings with stakeholders
  - Walk-about exercise
  - White House drop-in day
- 1.7 A workshop led by Architecture+Design Scotland (A+DS) was held at the White House in December 2011, the purpose of which was to allow the local community and other stakeholders the opportunity to engage in the review process at an early stage to identify issues of concern. Following this event, meetings took place with stakeholders on an individual basis to investigate further the issues identified, including representatives of the local community groups, council services, developers and other organisations working in the area. Once identified, evidence to support these concerns was secured through an accompanied community-led walkabout.
- 1.8 To conclude this stage of the review exercise, a drop-in day at the White House was held. The event was organised in partnership with the local neighbourhood office and took place over the course of an afternoon and early evening. The event was staffed and allowed an opportunity for residents and others to comment on the review exercise directly with Council officers.

## 2.0 Context

### Craigmillar Urban Design Framework (CUDF)

2.1 The CUDF describes a vision for the future of Craigmillar and promotes a series of development opportunities and principles to guide their development. The Framework was prepared by consultants (Llewelyn Davies) commissioned by the regeneration company PARC and the Council, following extensive public consultation exercises. The CUDF was approved by the Council as supplementary planning guidance (SPG) to the South East Edinburgh Local Plan in September 2005.

2.2 In short, the CUDF aspires to:

- bring prosperity to the area in terms of jobs, security and the creation of a family-friendly environment
- breathe new life into the community with schools, town centre, and other facilities alongside new housing;
- Keep the best of Craigmillar, making more of its potential in terms of people, and the cultural, historical and natural features; and
- Link Craigmillar into the rest of the City through visual and physical connections.

2.3 The CUDF notes that a regenerated Craigmillar is to be achieved by developing significant areas of land for new housing, including a good mix of house types, sizes and tenures, complementary community facilities and the creation of series of public open spaces and parks. It also promotes a repositioned and strengthened town centre to serve its existing and future population and the provision of new community schools, including a replacement Castlebrae High School on a town centre site. It promotes a design approach that advocates the creation of street frontages within a street pattern based on small development blocks, 'local streets' as civilised places where people, cyclists and cars could move safely, incorporate a pattern of open spaces, comprising secluded private spaces enclosed by residential blocks, and small public spaces open to the street for people to meet and gather.

The guiding design principles are grouped under five headings, namely:

**Distinctiveness:** the new Craigmillar should be a place of character in its own right, not just a suburban expansion. Taking inspiration from local buildings and features both within the area and elsewhere in Edinburgh, the aim is to inspire new architecture, treasure important views and develop a new special place clearly linked to the rest of Edinburgh.

**Sociability:** Craigmillar should become a place where everyone can meet easily and safely. Re-thinking the town centre will improve it as a central gathering place for a range of activities – informal and organised. Movement of all types should be encouraged by a layout of purposeful public spaces, helping people to feel safe, secure and confident.

**People-friendly:** New developments should be at human scale with 'places for people'. People should feel that they are more important than traffic, and that day-to-day activities are easy to do. Craigmillar people should continue to be involved in the design process.

**Sustainability:** The good things in Craigmillar should be kept. New housing should be robust, long-lasting and cater for a wide range of people. Open spaces should be in walking distance of houses. Design and construction should keep energy consumption low and make the most

of natural forces (such as sustainable drainage and natural ventilation). Biodiversity should be designed in.

**Quality:** High quality design is essential. To achieve this, the aims set out in the Framework must be pursued at every level of the design process. Design must also address details. Long-lasting materials allied to good workmanship are essential and will make economic sense over the lifetime of development.

### **Planning Policy**

- 2.4 The CUDF was prepared in the context of the Edinburgh and the Lothians Structure Plan 2015 and the South East Edinburgh Local Plan (2005). While the Structure Plan remains in force the local plan has been replaced by the Edinburgh City Local Plan (2010). The review exercise provides an opportunity to bring the CUDF up-to-date in terms of planning policy, extant planning permissions and/or masterplans, infrastructure projects and to reflect recent decisions of the Council, particularly in respect of the town centre and school and other infrastructure provision. The opportunity will also be taken to address where necessary issues emerging from the preparation of replacement strategic and local development plans.

### **Progress Update**

- 2.5 Although substantial areas covered by the CUDF remain to be developed, significant progress has been made in the delivery of key elements of the development strategy and a new and regenerated Craigmillar is beginning to take shape. The CUDF identified 13 development areas some of which have been developed or have secured planning permission. Table 1 below describes progress on each of the development areas:

**TABLE 1: SUMMARY OF CUDF DEVELOPMENT SITES**

	<b>Plan Ref / Site</b>	<b>Estimated Capacity</b>	<b>Proposals and Related Matters</b>	<b>Progress to Dec 2012</b>
1	<b>Cairntows Park</b>	If the site was to be developed the CUDF estimates that it could accommodate up to 2,000m <sup>2</sup> office space and approx' 120 houses/ flats.	<ul style="list-style-type: none"> <li>• Development of the park would be contrary to the development plan.</li> </ul>	The current local plan, and its predecessor, allocates the park as open space. The principle of development on the park has not been accepted in planning terms
2	<b>Craigmillar Centre</b>	200 houses and flats. New business units being provided in former Craigmillar primary school. Retail floor space still to be decided.	<ul style="list-style-type: none"> <li>• Improvements to existing shop units required;</li> <li>• New shop units and new medium sized supermarket encouraged;</li> <li>• Some residential development linked to retail and on separate sites;</li> <li>• Replacement of Castlebrae Community High School along with Library and possible swimming pool;</li> <li>• School playing fields to be located within the area;</li> <li>• Replacement site for Show people to be identified;</li> <li>• Provide for direct links with proposed tram stop and railway halt.</li> </ul>	<ul style="list-style-type: none"> <li>• New Neighbourhood Office / library nearing completion;</li> <li>• 145 dwelling units completed.</li> </ul>
3	<b>Niddrie Mains</b>	400 houses and flats	<ul style="list-style-type: none"> <li>• Housing redevelopment;</li> <li>• Joint campus primary school</li> <li>• Provide for direct links with proposed tram stop and railway halt.</li> </ul>	<ul style="list-style-type: none"> <li>• 262 dwelling units</li> <li>• School Completed</li> </ul>

4	<b>Castlebrae High School</b>	180 houses and flats	<ul style="list-style-type: none"> <li>• Housing redevelopment;</li> <li>• Edge to parkland to be well-designed;</li> <li>• Impact on setting of Craigmillar Castle to be considered;</li> <li>• Contribution to landscape of parkland required.</li> </ul>	The Council is currently undertaking a statutory consultation exercise on a proposal to close Castlebrae High School. It is anticipated that the Council will make a decision on the proposed closure in March 2013. If the Council decides to close the present Castlebrae High School it recognises that once the level of housing anticipated is delivered, a new community high school will be required.
5	<b>Thistle Foundation</b>	170 houses and flats	<ul style="list-style-type: none"> <li>• Redevelopment is proposed in order to allow the modernisation and the inclusion of mainstream housing for sale;</li> <li>• Conservation Area designation promoted by Local Plan;</li> <li>• Tram Safeguard abuts site.</li> </ul>	<ul style="list-style-type: none"> <li>• Conservation area designation confirmed;</li> <li>• 34 dwelling units completed;</li> <li>• Modernisation of properties undertaken.</li> </ul>
6	<b>Greendykes North</b>	640 houses and flats	<ul style="list-style-type: none"> <li>• Housing redevelopment;</li> <li>• An agreed percentage of open space;</li> <li>• Contribution to landscaping of parkland likely to be required;</li> <li>• Development to take account of Tram Safeguard.</li> </ul>	<ul style="list-style-type: none"> <li>• 152 dwelling units complete</li> </ul>
7	<b>Greendykes South</b>	350 houses and flats	<ul style="list-style-type: none"> <li>• Housing redevelopment;</li> <li>• An agreed percentage of open space;</li> <li>• Some contribution to landscaping of parkland likely to be required;</li> </ul>	<ul style="list-style-type: none"> <li>• None.</li> </ul>

			<ul style="list-style-type: none"> <li>• Flooding issues to be addressed;</li> <li>• Need to take account of Tram Safeguard;</li> </ul>	
8	<b>New Greendykes</b> (Greenfield)	1200 min number of houses and flats to be provided. 1600 houses/flats may be possible.	<ul style="list-style-type: none"> <li>• New residential development;</li> <li>• Safeguard of 40m wide corridor required for possible river restoration project. Environmentally sensitive flood management measures require to be detailed, in association with river rehabilitation</li> <li>• Pitches to be lost at Hunters Hall to be replaced within Site 10 – or funding secured to effect replacement</li> <li>• Two stream primary school to meet needs arising from the new housing proposed for this site;</li> <li>• New parkland edge strategic landscape treatment required. Contribution to landscaping of parkland likely to be required</li> <li>• Urban wildlife site to be replaced;</li> <li>• An agreed percentage of affordable housing – 20%;</li> </ul>	<ul style="list-style-type: none"> <li>• Outline planning permission / masterplan approved in 2010 (Ref: 07/01644/OUT)</li> <li>• AMC (details) addressing infrastructure provision approved 24.10.12 – housing design to be the subject of further applications;</li> <li>• Niddrie Burn River Restoration project nearing completion. A second phase promoting footpath/cycleway provision and further landscaping being considered</li> <li>• Pitch re-provision resolved through legal agreement, but have yet to be provided;</li> <li>• Provision to be assessed as development progresses;</li> <li>• Issue addressed in the context of the AMC permission referred to above.</li> <li>• Issue addressed in the context of the Niddrie Burn River restoration project;</li> <li>• Issue addressed in the context of the AMC permission referred to above.</li> </ul>

			<ul style="list-style-type: none"> <li>• An agreed percentage of open space;</li> <li>• The reservation of land for the possible development of light rapid transit (bus and /or tram) system;</li> <li>• Relevant transport infrastructure, including the provision of access bridges over the Niddrie Burn;</li> <li>• Necessary infrastructure, including provision for the future management of items such as landscaping and open space;</li> </ul>	<p>Affordable housing provision forms 25% of total number of units;</p> <ul style="list-style-type: none"> <li>• Issue addressed in the context of the AMC permission referred to above.</li> <li>• New Public Transport Link (PTL) incorporates provision for tram at a later date;</li> <li>• All necessary transport infrastructure included in river restoration / PTL projects and/or AMC application.</li> <li>• Issue addressed in the context of the AMC permission referred to above.</li> </ul>
9	<b>Strategic Open Space</b>	No development	<ul style="list-style-type: none"> <li>• Major park proposals;</li> <li>• Football pitch replacement for Cairntows Park on area adjacent to Craigmillar Primary School</li> <li>• Network of cycleways and walkways required;</li> <li>• Funding assistance through developer contributions.</li> </ul>	<p>Open Space Strategy, Audit and a series of Open Space Action Plans approved by the Council between 2009 and 2010, including an action plan for Portobello/Craigmillar. The Action Plan describes strategic actions including:</p> <ul style="list-style-type: none"> <li>• South East Wedge Parkland (Feasibility exercise being undertaken to explore possibility of developing North Meadows and South Woods as a 'Park for Health';</li> <li>• Niddrie Burn River Restoration Project (lead by CEC rather than a developer as originally intended);</li> </ul>

				<ul style="list-style-type: none"> <li>• Jack Kane Centre / Hunter's Hall Park (potential to be developed as a multi-pitch venue), and</li> <li>• Niddrie Marischal Road (allotments).</li> </ul> <p>Cairntows Park is not considered by the Action Plan.</p>
10	<b>Hunters Hall Park</b>	No development	<ul style="list-style-type: none"> <li>• Replacement of pitches which will be lost through the development of site 8;</li> <li>• Possible redevelopment of Jack Kane centre to improve sports facilities.</li> </ul>	See responses to sites 8 & 9.
11	<b>Greendykes Road</b>	60 bed Care Home	<ul style="list-style-type: none"> <li>• Care home;</li> <li>• Need to take account of Tram Safeguard.</li> </ul>	Development completed.
12	(Former) <b>Niddrie Mill Primary School</b>	30 houses and flats	<ul style="list-style-type: none"> <li>• Residential development;</li> <li>• New riverside (burn) walkway</li> <li>• Urban wildlife site to be protected and enhanced.</li> </ul>	None.
13	<b>Peffermill Industrial Estate</b>	20,000m <sup>2</sup> industrial floor space or 40,000m <sup>2</sup> office floor space.	<ul style="list-style-type: none"> <li>• Office, General industry &amp; Storage and Distribution uses encouraged;</li> <li>• Constraints relating to residential amenity, minimising personal travel;</li> <li>• Development should seek to integrate with surroundings;</li> <li>• Layout to take account of proposed rail halt.</li> </ul>	None
	<b>TOTAL</b>	<b>3,260 dwelling units</b>		<b>593 dwelling units</b>

### **Change in economic circumstances/challenges**

- 2.6 The assumptions on which the development strategy of the CUDF is based are no longer realistic. Since the middle of 2008 the economic recession has had a significant impact on the development programme of PARC and other developers. Residential sales have slowed necessitating the introduction of shared equity schemes to achieve volume, resulting in delayed sales receipts and reduced development values. Proposals for the development of a town centre supermarket have stalled and prospective land sales have fallen through. Taken together, the impact of the recent economic downturn has been to stall the regeneration process to an extent that it is now virtually impossible to deliver the projected development within the timescales originally envisaged.
- 2.7 Although there has been some progress in regenerating the Craigmillar area, approximately 20% of the proposed housing has been completed. This leaves a significant proportion of the housing still to be delivered, which has an impact on the viability of the proposed services for the area.

## 3.0 The Options

3.1 The options for change are grouped under the main themes of the document and are considered in the following order below:

- Housing and Design
- Movement
- Centres and Services
- Community Facilities
- Parks, Open Spaces and Environment
- Business and Employment
- Drainage and Infrastructure

### Housing and Design

The CUDF says:

3.2 The CUDF aims to provide opportunities to meet housing needs and demands. It seeks to shape a new and different future for the area, making Craigmillar a place of choice in the city. An aspiration of the Framework is to create conditions that will bring about significant growth in its population, from 7,000 (2004) to 15,000, and in so doing create a busy, lively, viable community that would be a self-sustaining urban area able to support a range of services and mixed uses.

Relevant Policies and Guidance

Edinburgh City Local Plan (ECLP) Policies: Des 1-3, Des 5-6, Des 8, Hou 1-4, Hous 7, Com 1-2

Non-statutory guidance: Protection of Key Views, Developer Contributions and Affordable Housing

3.3 In addition to local plan policies and non-statutory guidance the CUDF promotes the following principles for housing:

- the design of new areas should be conceived as a whole rather than as a collection of disparate housing estates and business parks.
- the relationship between built form and the public realm allied to landscape character should generate a lively, distinctive character.
- identification of the key design components
- new housing proposals should include an appropriate mix of unit sizes and of houses and flats in order to achieve the overall target within each master plan area of 33% family housing (flats or houses with 4 or more apartments).
- new housing developments should make an appropriate contribution towards affordable housing, in accordance with local plan requirements. The overall target is 20%.

- sites are identified for special needs housing accommodation, for nursing home and replacement show people's site.

3.4 The CUDF also promoted the following design principles:

**Distinctiveness:** New housing should be designed to look modern, well-proportioned and attractive, taking its lead from good quality architecture and design in the rest of Edinburgh. Designs should seek to have regard to local heritage features and successful traditional designs to promote a sense of local identity and place. Architects with a good track record in delivering distinctive buildings should be encouraged to develop ideas in Craigmillar.

**Sociability:** The entrances to houses and flats should relate well to other buildings and spaces. Direct access to buildings from public streets should be designed into proposals.

**People-friendly:** Entrances to houses, flats and private open spaces should feel secure and be attractive, safe and welcoming. Careful design should maximise natural surveillance.

**Sustainability:** Designs should seek to incorporate best practice, making reference to the Council's Sustainable Building Standards. Buildings and spaces should be designed to minimise energy consumption.

**Quality:** Good design should be pursued from the outset with a clear brief agreed. Housing should be designed to be robust, have a long life, withstanding the rigours of day-to-day use, and minimising maintenance.

Following on from these principles are several overarching design requirements to be addressed in the design and development process. These set out the design requirements under the following headings.

- New Street Frontages within a traditional street pattern
- Building Height
- Built Form
- Palette of Materials
- Boundary Treatments
- Gardens
- Rear Boundaries
- Residential Building Types

**Issue: Property Type**

3.5 A specific requirement of the CUDF is that all development should include housing that is suitable for family occupation. The target is set at 33% for all development across the area. This requirement sits alongside the need to include affordable housing, the target for which is 20% - this figure has however been superseded by the city-wide requirement of 25% set by the ECLP. At present the proportion of households with children across the Edinburgh area as a whole is below 20% and is projected to fall over the next decade. Concern has been expressed by developers that in this context a target figure of 33% is somewhat onerous and

should be reviewed, particularly so given the challenges of incorporating family accommodation in high density development. Furthermore, from an occupier's perspective, there is dissatisfaction with some forms of family accommodation that is being offered by providers. There is anecdotal evidence of families refusing the offer of accommodation on the basis that a family of four is being expected to occupy a 2 bedroom property when such property is generally regarded by the development industry as being suitable for 3 people.

- 3.6 An issue linked to this concern is the emerging demand for one bedroom properties. This demand in part is being driven by changes to the housing benefit system at a national level. In Craigmillar however there are relatively few one bed properties and it is proving difficult to meet this demand.

### **Options**

In summary, the options for change are:

1. remove the general requirement for the provision 33% of units being suitable for family accommodation within all development and introduce a variable target that is dependant on the density of the development, while seeking to retain the overall 33% target for the area as a whole;
2. where appropriate, require development to include a mix of both three and four person 2 bedroom properties;
3. no change to CUDF.

### **Issue: Housing Style**

- 3.7 The design of the new housing development is an issue of concern to the residents of Craigmillar. There is a view that there is a lack of cohesion between the established housing areas and that which is new. This is apparent in the wide range of styles, materials, colours, and boundary treatments used in new development. While the CUDF advocates new housing that is modern in its design, it also notes that design should have regard for local and traditional features to promote a sense of community. The low density traditional terraced housing found at Craigmillar Castle Road is regarded by many in Craigmillar to be the most successful form of new housing.

### **Options**

In summary, the options for change are:

1. ensure continuity through the introduction of a more limited pallet of styles, materials, colours and other treatments in the design of new development;
2. no change to CUDF.

## Movement

The CUDF says:

- 3.8 The CUDF recognises the difficulty in balancing the needs of the pedestrian with other modes of transport, particularly vehicular traffic. With the prospect of significant new development, the CUDF identifies the ability to move safely and efficiently as being critical to the successful regeneration of Craigmillar. The principal linkages and public transport proposals are identified, including a possible future tram route from the Old Dalkeith Road south of the hospital through Greendykes and onto Niddrie Mains Road east of Greendykes Road, and existing cycle and proposed cycleways. Two significant projects that have been progressed since the publication of the CUDF are the Niddrie Burn River Restoration project and the construction of a public transport link between Old Dalkeith Road and Greendykes. Both of these projects are nearing completion and will bring significant benefits to Craigmillar in terms of improved accessibility to the hospital and beyond and for those choosing to walk or use the cycle access to a linear park extending from the rear of the hospital to the Jack Kane Centre.
- 3.9 The CUDF defines ‘Main Connectors’ and ‘Local Streets’. The main connectors are intended to channel traffic through the area while, importantly, local streets are places where people of all ages can move confidently and safely. A consequence of this approach is the creation of a hierarchy of streets and the ability to promote design approaches appropriate to the street in question.

Route type	‘Movement and Development’ definition	Function
Main Connector – Town Centre /Niddrie Mains Road	District Distributor	Spine road and primary access route for local residents. Valuable district connector linking the local community into the wider road regional network. Provides the main conveyance of traffic to the redefined commercial and community centre.
Main Connector – Greendykes Road	Local Distributor	Accommodates on street parking in areas of commercial and/ or high density residential frontage. Connect adjacent residential neighbourhoods directly into the town centre. Extends strong and legible links into the surrounding community. Provides the principal routes for the integrated public transport system. Accommodates on street parking.

Local Street	General Access Road	A 'collector' route, which extends into the residential neighbourhoods and links with the wider district network. Accommodates on street parking. Designed to strictly limit motor vehicle speed (in M&D, General Access Roads are designed to limit speeds to 20mph or less)
Local Street	Home Zone	A residential street, providing access to homes located directly onto it. Designed to give pedestrians priority over vehicles. Include a variety of opportunities for residents to inhabit the streets. Accommodates on-street parking. Significantly limit car speeds. Designed to limit vehicle speeds to 15 mph or less. Surfacing materials other than tarmac sought.

#### Relevant Policies

ECLP: Tra 1, Des 4

Non-statutory guidance: Movement and Development

3.10 In addition to local plan policies and non-statutory guidance the CUDF promotes the following principles for Movement:

- safeguard a Tram Route, the South Suburban Line and road-based public transport facilities, and maximise the opportunities for place-making and transport interchange as well as high density, mixed uses, at stops;
- transport assessments will need to be carried out for developments in excess of 200 houses to determine the improvements which are required to address traffic impacts and deliver transport and public realm improvements in line with current policies;
- the design and re-design of all streets within Craigmillar should have regard to all the functions and activities to be accommodated within the public realm;
- on Niddrie Mains Road, opportunities should be sought to enhance public transport facilities, slow general traffic down, create safe conditions for pedestrians and cyclists, and improve the public realm associated with destinations;
- maximise the potential to improve residential amenity through the application of "Home Zone" principles, adapting these creatively for Craigmillar's particular characteristics;
- throughout the area, the gaps in strategic footpath and cycleway networks should be completed, and the mechanisms for delivering these improvements identified.

#### Design Principles

3.11 The CUDF also promotes the following design principles:

**Distinctiveness:** All streets should play their part in contributing to the sense of local identity and place, particularly in relation to destination points within Craigmillar. There is a balance to be struck between creating local identity and providing cohesiveness with the rest of Edinburgh. A palette of materials should be agreed for Craigmillar, in accordance with “The Edinburgh Standards for Streets”.

**Sociability:** Streets and spaces should be designed as places to facilitate social interaction between all those who live and work in the new Craigmillar, in all seasons and weathers. The design of space should be fully considered in relation to building layout and design, particularly entrances and public buildings.

**People-friendly:** Streets and spaces should be attractive, safe and welcoming for all users. Careful design should maximise natural surveillance and eye contact between those using different transport modes. Places should be designed with involvement of local people to ensure a sense of pride and ownership by these people over their spaces.

**Sustainability:** Designs should encourage access by public transport, people on foot or cycling and interchange between these modes. Orientation of streets and spaces should be designed to exploit natural daylight and sunlight, provide shelter from prevailing winds and minimise energy consumption.

**Quality:** Good design should be pursued from the outset with a clear brief agreed. The surfaces of streets and spaces should be designed to be robust, withstanding the rigours of day-to-day use, minimising maintenance and in line with Council guidance contained in Movement and Development and the Edinburgh Standards for Streets.

3.12 These principles have informed the detailed design requirements for movement that are set out below:

- Junctions between streets,
- Managing vehicular speeds,
- Public transport and transport interchanges,
- Niddrie Mains Road,
- Greendykes Road and
- Local Streets

3.13 In addition to the design of streets, the CUDF covers both Vehicular Parking and Cycle Parking in detail setting out design requirements. It identifies the benefits of on-street parking as well as the requirement for safe, secure and accessible cycle storage for each home and public facility to be provided.

**Issue: Niddrie Mains Road**

3.14 Niddrie Mains Road functions as a principal arterial route from the A1 at Newcraighall to the city centre. The issues relating to Niddrie Mains Road identified by the CUDF remain today. The high volumes of traffic that move through the town centre create a physical barrier between the communities on either side of the road and access to services and amenities.

Much of the traffic is generated by Fort Kinnaird Retail Park to the east and Cameron Toll Shopping Centre to the west. However, the long straight nature of the road can result in high traffic speeds to the detriment of the pedestrian environment.

### **Options**

No change is proposed, as the design principles within the CUDF will guide improvements to Niddrie Mains Road throughout the built-up areas once development takes place.

### **Issue: Connection to Little France**

- 3.15 The public transport link (PTL) between Craigmillar and the Royal Infirmary/BioQuarter at Little France is nearing completion. On completion, the PTL will provide improved access to these facilities for the local community and the employment opportunities they provide. Access will be improved further still if the tram system is extended from the city centre to the area and Fort Kinnaird beyond. While this may not be in prospect for some considerable time it is desirable to maintain the tram safeguards set out in the ECLP and the CUDF as published.

### **Options**

No change is proposed. The local development plan and open space studies will address the issue of connectivity between Greendykes and Little France, which themselves will be the subject of community engagement and public consultation.

### **Issue: use of shared space**

- 3.16 While the principle of shared space has generally been well received, there are concerns regarding its implementation in new development. The shared space approach should mean that pedestrians are able to move freely and safely along the streets, although the provision of a transition zone for those leaving their homes is still required. The area surrounding the joint school campus has been highlighted as a good example of shared space. Other schemes however are perceived as being less successful, in particular the development at Cakemuir where some residents have to step directly from their front door onto the street. The CUDF outlines the requirements for defined spaces between the street and residential frontages and this remains the preferred approach of the Council.

### **Options**

No action is proposed, as design principles within the CUDF are sufficient to ensure delivery of successful shared spaces. The issue relates to the application of these principles by developers and local officials at the application stage.

## Centres and Services

The CUDF says:

- 3.17 An aspiration of the CUDF is to provide a good quality local shopping centre that is highly accessible by foot and public transport and is a focus for community activity. It promotes the development of a supermarket, among other uses, to strengthen its position and make it more attractive to shoppers. The CUDF notes the options to secure a supermarket ranging from a small to medium sized store (circa 2,000 sq.m.) to a large format store (circa 8,000 sq.m.) and highlights the issues surrounding the provision of such stores:

*If the main store and the centre itself are too small, the people would travel outside Craigmillar for everything other than small daily needs. But if the main store is too big, then there would be significant parking, traffic and retail impacts on the local area that may be contrary to planning policy.*

- 3.18 The CUDF recognises that the roles of Fort Kinnaird, the Jewel and Cameron Toll shopping centres cannot be ignored in developing proposals for the centre and notes that the success of these centres has contributed to the comparatively poor performance of the local shopping centre in relation to other similarly sized centres. The CUDF also identifies the need for other smaller neighbourhood centres such as that at The Hays and a new centre within Greendykes.

- 3.19 In preparing the CUDF a number of possible locations for a new town centre were considered but none offered advantages over and above its current location. In 2008, a planning application/masterplan was submitted to the Council promoting a mixed-use redevelopment of the town centre, including retail, business, educational and other community facilities and residential uses. The proposals also included the creation of a civic square and the introduction of traffic management measures on Niddrie Mains Road. Notwithstanding the passage of time, the planning application remains live, although various agreements that are required to be in place before a planning permission can be issued have not been concluded. The prospect of a planning permission being issued is unlikely given the uncertainty surrounding the provision of a replacement community high school and the absence of an operator for the supermarket. Furthermore, the Council has embarked upon a process to identify a joint venture partner to progress revised proposals for the town centre, a process which is not expected to conclude until early next year. The intention would then be to commence a review of the masterplan by Spring 2013.

Relevant Policies and Guidance

ECLP: Ret 4

- 3.20 The CUDF set out five planning principles in respect of local centres:
- Craigmillar's main shopping centre should be encouraged to serve the whole of Craigmillar now and in the future;

- The main shopping centre should be a destination - with shops, businesses; community uses, some housing and other uses;
- New shops should have frontages facing Niddrie Mains Road;
- Smaller neighbourhood centres should be established at Niddrie Mains and Greendykes, linked to public transport facilities and footpaths and cycle routes;
- New places to be created around shops and centres.

### 3.21 Design Principles

**Distinctiveness:** All Centres should build on the essential character and individuality of established Centres where these exist. Designs should seek out local heritage features and work around these to promote a sense of local identity and place. Rehabilitation and re-use of existing interesting or good quality buildings is encouraged to be supplemented by new landmark buildings.

**Sociability:** Buildings and spaces should be designed to facilitate social interaction between all those who live and work in the new Craigmillar, in all seasons and weathers.

**People-friendly:** Buildings and spaces should be attractive, safe and welcoming. Careful design should maximise natural surveillance. Places should be designed for people by people to ensure a sense of pride and ownership by local people over their spaces.

**Sustainability:** Designs should encourage access by public transport, people on foot or cycling. Buildings and spaces should be designed to minimise energy consumption.

**Quality:** Good design should be pursued from the outset with a clear brief agreed with developers and users. Centres should be designed to be robust, withstanding the rigours of day-to-day use, minimising maintenance.

These principles set the context for a series of overarching design requirements, to be satisfied in the design and development of local and neighbourhood centres. These design requirements, in summary, covered:

- Location of commercial/retail facilities
- Parking provision
- Links to public transport network
- Access to facilities
- Flexible market space
- Relationship to public realm
- Access point to proposed Supermarket/store

#### **Issues: Supermarket**

3.22 In January 2009, the Council indicated its general support for the town centre redevelopment proposals, including the provision of a large format supermarket extending to 8,000 sq.m. As indicated above, the proposals envisaged at that time are unlikely to

progress and the opportunity exists to reconsider the range and scale of uses and their location in the upcoming review.

### **Options**

In summary, the options for change are:

1. The CUDF should describe the range of uses and facilities and their general location in the town centre;
2. The CUDF should prescribe the form, size and location of the retail offer / supermarket to support the town centre;
3. No change to the CUDF proposed, thus allowing for a range of proposals to come forward and considered on their individual merit.

### **Issue: Streetscape Quality**

- 3.23 The quality of the streetscape (public realm) within the town centre was a recurring theme of concern during the community engagement exercises. The local community is not satisfied with the condition of public space and buildings along Niddrie Mains Road. While this is rooted in the uncertainty surrounding the future of a number of town centre projects, the community is frustrated by the lack of redevelopment activity, notwithstanding the construction of the new local office and library and refurbishment of the White House. The CUDF sets out design principles for the town centre and the implementation of these is dependent on resolving some significant issues, including the future provision of a replacement community high school.

### **Options**

No change is proposed, as design principles of the CUDF will guide improvements in the town centre once development commences.

## Community Facilities

The CUDF says:

- 3.24 The CUDF describes the need for new and improved community facilities critical to making Craigmillar a place. To deliver this, the framework makes clear that a package of facilities from schools and leisure to parks and shopping will be important if the regeneration effort is to succeed.
- 3.25 Investment in schools is a key element in the regeneration of Craigmillar. These included the creation of a joint campus for two primary schools, which has been successfully delivered and well received. The provision of a new primary school in south Greendykes and a replacement community high school to replace Castlebrae High School remain outstanding. The provision of a new primary school in south Greendykes is to be delivered in association with new greenfield housing development to the south of Greendykes. A community consultation exercise on the location of a replacement community high school was carried out in 2002 which concluded that the school should be located in or near Craigmillar's main shopping centre on Niddrie Mains Road. The site for the replacement high school is identified on the proposed Community Facilities map in the CUDF. With regard to other community and health care services, the CUDF states that the main areas of choice relate to a possible strategy to locate them in visible and convenient places closely related to the main shopping centre and local centres, while catering for active travel and public transport connectivity.
- 3.26 As noted previously, the CUDF makes clear that the timely provision of appropriate community facilities within Craigmillar is an important factor in the regeneration of Craigmillar as a place. To ensure that schools and community facilities are located in the most accessible locations, the CUDF sets out a number of planning principles. These include:

Relevant Policies and Guidance

ECLP: Com 3

### 3.27 Planning Principles

- All schools should be designed to minimise their footprint and maximise safety through natural surveillance;
- All Schools should be well located in relation to footpaths, cycleways and public transport, encouraging children and staff to walk to school or use sustainable transport;
- All schools should contribute to the quality of the local environment and help to create a sense of place;
- The Community High School should incorporate a number of other facilities and should relate well to shops and the other facilities in the town centre;
- Provision should be made for "early years" and a range of community and health facilities in or near the main shopping centre and the neighbourhood centres;

- Any redevelopment of sports facilities at Jack Kane Centre should seek to address local needs and aspirations as well as contributing to regional and national facilities;
- The design of all schools and community facilities (buildings and spaces) should demonstrate flexibility, the potential sharing or multi-use of space, and adaptability through time.

## Design Principles

3.28 The CUDF also promoted the following design principles

**Distinctiveness:** New facilities should be designed as landmark buildings with a strong visual presence which relate well to their locality and help to create “special places”. Designs should take account of local heritage features and work around these to promote a sense of local identity and place. Rehabilitation and re-use of existing interesting or good quality buildings is encouraged, particularly if these are listed buildings.

**Sociability:** Facilities should be designed to be easy to reach, especially by sustainable transport. Buildings and spaces should be designed to facilitate social interaction between all those who live and work in the new Craigmillar, in all seasons and weathers. The heart of Craigmillar should be an accessible, lively and attractive place and encourage social interaction.

**People-friendly:** Buildings and spaces should be attractive, safe and welcoming for all within the wider Craigmillar community. Careful design should maximise natural surveillance. Places should be designed in consultation with local people to ensure a sense of pride and ownership. “Safer Routes to School” principles should be integrated into design.

**Sustainability:** Facilities should use land and energy efficiently. Buildings and spaces should be designed to minimise energy consumption, to maximise natural ventilation, natural daylight and creative use of new technologies. Designs should encourage access by public transport, people on foot or cycling. Being in accessible locations or in a cluster of similar facilities will reduce the need to travel, reduce the number of journeys by car and encourage people to walk or cycle or use public transport to reach the facility.

**Quality:** Good design should be pursued from the outset with a clear brief agreed with developers, users and the planning authority. Buildings should relate well to their surrounding space, other facilities and have a positive effect on the local environment. Good attention to design details will be needed, particularly boundary treatments and the contribution to the public realm. Facilities should be designed to be robust, withstanding the rigours of day-to-day use, minimising maintenance.

Following on from these principles were several overarching design requirements, to be satisfied in the design and development stage. These set out the design requirements under the headings All Schools, Primary Schools, Community High School and Other Community Facilities.

### **Issues: Location of community high school**

- 3.29 An aspiration of the CUDF is to locate a new community high school in the town centre. Its delivery was to be secured entirely by receipts generated from land and property sales throughout Craigmillar. However, the uncertain economic climate has stalled development and frustrated efforts to progress the school proposals. It is now unlikely that the delivery of the new community high school will be funded from the sale of land and property, and the significant financial obligation will now fall directly to the Council. The Council is currently undertaking a statutory consultation exercise on a proposal to close Castlebrae High School. It is anticipated that the Council will make a decision on the proposed closure in March 2013. If the Council decides to close the present Castlebrae High School it recognises that once the level of housing anticipated is delivered, a new community high school will be required. How and where the alternative provision would be made is a feature of the consultation process and the outcome and proposals in this regard will be reported to Council in March 2013.
- 3.30 Any proposal to change the site of the new school from that approved under the statutory consultation undertaken in 2002 could require a new consultation exercise to be undertaken by the Council under the Schools (Consultation) (Scotland) Act 2010.

### **Options**

In summary, the options for change are:

1. A new community high school on an alternative town centre site;
2. A new community high school is provided on its existing site;
3. Make no change to CUDF, i.e. promote the provision of a new community high school in the town centre on the site identified in the 2009 masterplan;

## Parks, Open Spaces and Environment

The CUDF says:

- 3.31 Making the most of Craigmillar’s unique features and integrating development with its historic setting are main themes of the CUDF. An aim of the framework is to create new local parks and urban spaces that function as a network of pleasant, inspirational places with a clear social purpose. The framework stresses the importance of avoiding the creation of unclaimed spaces as such could encourage anti-social behaviours with consequent maintenance issues for the Council to address. The CUDF notes that the history and topography of the area will have a significant influence on the future design and use of green spaces in Craigmillar. The CUDF sets out the objectives of the Local Plan of the time that sought to conserve and enhance both the built and natural heritage of the area, including the protection of the Green Belt. In particular, the Local Plan promoted a proposal to retain a significant area of open land within the Edinburgh Green Belt to provide a landscape framework for new housing and hospital developments. This land was to be known as the South East Wedge Parkland. Since the CUDF was prepared in 2005 proposals to further develop the hospital and the life sciences research and development park, known as the Edinburgh Bio-Quarter, have emerged which has resulted in development extending onto land initially envisaged as forming part of the parkland.
- 3.32 With Parc, the Council is keen to develop proposals for the remainder of the South East Wedge Parkland, including the North Meadows and South Wood, and the provision of a network of pedestrian and cycle routes. Parc and the Council have commissioned consultants to develop draft proposals for the Parkland. These will be the subject of public consultation in due course.
- 3.33 During the preparation of the CUDF, many of the green and urban space issues both in and adjoining Craigmillar were reviewed. Arising from this review was a preference for small community parks throughout the urban area, with a suite of larger parks and greenspaces in areas immediately adjacent to Craigmillar. In addition to this, there was a wish to provide more private space, either as private gardens or as secured communal gardens overlooked by development.
- 3.34 The CUDF recognises that given the extent of the ambitions for Craigmillar there is pressure to develop on existing spaces. However, the framework is clear that there is a requirement for open space to be provided and that all proposals will be assessed against extant local plan policies in this regard.

Relevant Policies and Guidance

ECLP: Env 11, Env 16, Env 17, Os 3

Guidance: Biodiversity

Planning Policies

- 3.35 The CUDF notes the relevant local plan and non-statutory guidance that require to be considered when assessing open space proposals. In addition to these, the following principles specific to Craigmillar are identified:

- Protect existing open spaces within Craigmillar as defined on the framework map;
- Provide new public open spaces as identified in the Framework;
- Create new public open spaces in association with new housing;
- The space to be enclosed by housing or mixed developments should be laid out and used as private and semi-private open space;
- The location and design of new parks and open spaces should take account of existing heritage features (e.g. woodland and ancient monuments);
- Ensure that major new developments in Craigmillar contribute towards the delivery of the parkland proposed to the south and west of the built up area;
- Protect the remaining Green Belt in the area and ensure that a robust, attractive and appropriate Green Belt edge is designed and delivered through the relevant planning applications;
- Maximise the role to be played by local streets in placemaking, contributing to environmental character and providing community links;
- Identify effective arrangements for the future maintenance of all open spaces and public realm;
- Establishing the hierarchy and accessibility of Open Space.

#### Design Principles

3.36 The CUDF also promotes the following design principles:

**Distinctiveness:** The designs should maximise the opportunity to conserve, enhance and link with existing assets both physically and visually to make the most of Craigmillar's unique context:

- Create new views and vistas outwards to Arthur's Seat, Craigmillar Castle and the open landscape;
- Protect and enhance views in from established landmarks in the city; and
- Promote the interpretation and conservation of the area's important archaeological and historic sites and monuments.

**Sociability:** All open space should inspire people to value it and use it. It should be designed to encourage use by people from a variety of age groups, and should be easy to access.

**People Friendly:** Parks and spaces should have a clear purpose and invite people to use them for various types of recreation. They should be well located in relation to houses and designed to avoid nuisance. They should feel safe and welcoming.

**Sustainability:** Designs should seek to optimise habitat creation for particular species, in accordance with biodiversity guidelines. Ease of maintenance must be designed in creatively, balancing ecological potential, archaeological heritage, and the need to create an attractive well cared for environment for the local community. Landscape management plan(s) should be prepared through consultation between the community and appropriate council officers.

**Quality:** All designs should be clutter free and safe to use with particular care taken with the location and design of hard landscaping and furniture. Designing for purpose is the key to achieving quality.

3.37 Following on from these principles are several overarching design requirements to be satisfied in the design and development stage. These set out the design requirements under the headings:

- Setting of historic assets
- Design of new parkland
- Edmonstone park
- Little France and the fields south of Hawkhill Wood
- Edmonstone policies
- Niddrie Burn
- Changes to existing open spaces
- New open spaces within development
- Design of public squares and civic spaces
- Connections
- Semi-private secure rear-gardens
- Private gardens
- Allotments
- Land waiting for development
- Existing open space within the built up area
- Palette of materials and forms

**Issues: Location of parks, open spaces within development**

3.38 The provision of public greenspaces, including local parks/play areas is a key requirement of the CUDF. The CUDF promotes a number of public spaces and parks throughout the area amounting to circa 60 hectares (150 acres). The majority of this space has yet to be delivered, a direct consequence of the economic climate within which the development industry is operating.

3.39 The early engagement exercises have helped gauge the community's response to the spaces that have been provided. Good examples are to be found in Castle View, south of Niddrie Mains Road. These play areas are overlooked by lower density housing that faces onto an open area, which itself is part of a much larger development. Concerns have been raised by some that the new development proposed to the north of Niddrie Mains Road may not be able to deliver this quality of open space due to the viability of development and the pressures on the development industry as a whole.

## Options

In summary, the options for change are:

1. Introduce measures that would enable the delivery of open spaces in advance of or in tandem with development;
2. Reinforce the need to incorporate public space in the centre of developments rather than on the periphery.
3. Make no change to the CUDF. The design principles within the CUDF will guide the implementation of the public spaces as development progresses.

### Issue: Cairntows Park

3.40 The future of Cairntows Park is a long-standing issue of local concern. Proposals to develop on the park first emerged in 2005 when a particular need for office space in the area was identified. More recently proposals for residential development have been developed but have not been submitted to the Council as a planning application for formal consideration. These proposals are understood to have been abandoned. The prospect of the park being lost to development has hindered proposals to improve it for recreational and sporting use.

## Options

In summary, the options for change are:

1. Remove proposals for the development of Cairntows Park from the CUDF and retain as playing field / open space;
2. Support the partial development of the park in return for significant improvements to the quality of the open space that is retained;
3. Make no change to CUDF.

## Business and Employment

The CUDF says:

3.41 An aspiration of the CUDF is to make Craigmillar a good place in which to live and work. It seeks to promote the right conditions which are attractive to those wishing to start or relocate their businesses and enterprises. It aims to support existing and future employment opportunities and in so doing create a sustainable and balanced community. In particular it seeks to:

- Protect and providing opportunities and the relevant infrastructure for business;
- Provide a quality infrastructure/environment which will attract new local economic activity and employment creating businesses;
- Provide for the physical needs of businesses (e.g. servicing);
- Work with local people and organisations to provide a framework to get the maximum employment benefit for Craigmillar;
- Improve “connections” to maximise the ability of Craigmillar to plug into the prosperous City-wide economy.

3.42 At the time of the CUDF preparation, the place of work for most of Craigmillar’s residents was elsewhere in the city. The CUDF recognises that the employment issues of Craigmillar would not be solved entirely by creating new jobs in the area but would require measures to enable Craigmillar residents to compete for, and get access to, employment opportunities elsewhere. The CUDF does not propose major new business development within Craigmillar but instead focuses on the possibility of attracting office occupiers, including public-sector bodies, to the town centre. The CUDF believes that by locating new offices in the local centre, these would be increased activity and spending power within the centre, as well as new local employment opportunities.

3.43 The CUDF, as indicated above, identifies Cairntows Park and Peffer Place as being potential locations for new businesses. These included offices on Cairntows Park and the rationalisation of the existing units on Peffer Place.

### Relevant Policies and Guidance

ECLP: Emp 1, Emp 3-4

3.44 Planning Principles

- Improve and strengthen connections with the rest of the city, particularly the Bio-medipark and Queen Margaret University College;
- Retain and strengthen the North West business area (Peffer Place / Peffermill);
- Develop office space in or near the town centre.

### Design Principles

3.45 The CUDF also promoted the following design principles:

**Distinctiveness:** Buildings and spaces for new businesses should be designed as assets within the community, contributing to the visible revival of Craigmillar.

**Sociability:** Business development should have a high profile and link with development of local centres. Design should encourage social interaction.

**People Friendly:** Businesses should develop links with people living in Craigmillar, encouraging those who live in the area to work in the area. Business premises should feel safe and secure, maximising opportunities for natural surveillance.

**Sustainability:** Buildings and spaces should be well-located in relation to public transport and sustainable transport links. Buildings should be designed to be flexible over time and capable of accommodating different users.

**Quality:** Buildings should be long lasting and designed to minimise maintenance costs. Buildings should be able to meet a variety of users' needs.

#### Issues

- 3.46 No particular issues emerged from the early community engagement exercises relating to Business and Employment, other than the possible use of Cairntows Park. However, this issue is addressed in the previous theme (Parks, Open Spaces and Environment).

## Drainage and Infrastructure

The CUDF says:

3.47 There are two main watercourses that pass through Craigmillar; Niddrie Burn and Braid Burn. Much of the undeveloped low-lying land in the area serves an important water storage function in times of flood. The CUDF identifies four themes relating to flooding, drainage and infrastructure relating to sustainable development. These are:

- highlighting flooding and flood risk issues;
- designing sustainable drainage systems holistically, as an integral part of the design process;
- considering how individual proposals should contribute to a sustainable drainage system; and
- maximising the habitat potential and amenity, environmental and recreational value potential which can be delivered through drainage and infrastructure.

3.48 The key issues identified by the CUDF in relation to drainage and infrastructure are how to manage flood risk, the design of sustainable drainage systems and maximising the habitat potential and amenity, environmental and recreational value which can be delivered through drainage and infrastructure. With regard to flood risk, the CUDF notes the South East Edinburgh Local Plan position regarding the measures that are considered acceptable and sustainable to manage flood risk associated with new development. This plan has been superseded by the Edinburgh City Local Plan and its policies on this matter and in particular its identification of 'Areas of Importance for Flood Management', including land at Greendykes.

3.49 The Framework was prepared before the Niddrie Burn River Restoration project was fully developed and was only able to broadly define the route of a new river channel, in effect a 40m wide corridor safeguard running from the Hunter's Hall Park to the north-east boundary of the hospital. In addition, the need for a directional strategy for the drainage of surface water is also identified by the CUDF. To reduce the impact of water run-off into the existing watercourses, the CUDF promotes the use of green roofs and porous surfaces in new development.

### Relevant Policies and Guidance

ECLP: Des 6, Env 17

3.50 A number of planning principles are identified by the CUDF. These relate to:

- Objectives of a SUDS strategy;
- There should be no new development within the area identified in the South East Edinburgh Local Plan as an area of importance for flood control other than on the site at Greendykes, providing flooding issues are addressed to the satisfaction of the Planning Authority.

## Design Principles

3.51 CUDF also promotes the following design principles:

**Source control:** Hard surfaces should be constructed to increase ground water percolation to reduce the impact on the environment of runoff. Therefore permeable surfaces should be used where appropriate in terms of design quality. Green roofs should also be introduced as these effectively attenuate the water. Water Butts should be introduced in gardens to collect water for reuse.

**Site Control:** This can be accommodated by the use of swales and ponds or underground storage in exceptional circumstances. Surface level retention ponds will be expected to be located in local parks. Swales shall be carefully designed to achieve an attractive element in the landscape.

**Regional Control:** It is expected that Regional Control features will be provided. They should not be located in the river corridor and should be above the 1:200 flood level in the flood storage areas.

### Issues

3.52 No particular issues emerged from the early community engagement exercises relating to Drainage and Infrastructure.

## 4.0 Next Steps

4.1 Your views on the proposals set out in CUDF and the progress that has been made in their implementation is being sought. The Council is particularly keen to learn:

- whether or not you agree with the issues that have been identified in this options review. Do they cover all the aspects of each particular issue?
- your thoughts on the options identified relating to each of the themes discussed. What other options should be considered?
- do you think that we have missed anything? Or, as the case may be, included something that we shouldn't have?

### Public consultation arrangements

4.2 In order to consider and develop the options described above, the Council wishes to engage with residents and others with an interest in Craigmillar. To this end an extended period of public consultation is proposed. Consultation exercises will be held throughout February and March 2013 that will be developed in partnership with community groups of the area. These exercises will involve a number of workshops that will take place in the area and meetings with local stakeholders and community representatives. Responses to this document should be returned to the Council by **(Date to be advised)**.

4.3 The expectation is that, following the consultation exercise, the responses will be analysed and the results shared the Neighbourhood Partnership and other stakeholders and a way forward agreed. A revised CUDF will then be presented to the Planning Committee of the Council for its consideration later in the year. It is not proposed to prepare a draft revised CUDF given the extent of community engagement and public consultation involved in this exercise.

4.4 If you would like to be involved in this consultation exercise the dates and locations of the consultation meetings and events will be available on the Council Website [www.edinburgh.gov.uk](http://www.edinburgh.gov.uk) : search CUDF Review. Alternatively, please do not hesitate to contact Craig Wood of the Planning Service, City of Edinburgh Council on:

email: [craig.wood@edinburgh.gov.uk](mailto:craig.wood@edinburgh.gov.uk) / phone: 0131 529 3904

4.5 This document will be available at the Planning & Building Standards reception desk at the City of Edinburgh Council, Waverley Court, 4 East Market Street, Edinburgh EH8 8BG.

4.6 It is expected that a revised Craigmillar Urban Design Framework, together with a schedule of comments and responses to the consultation exercises, will be reported to Planning Committee in the summer of 2013.

## Craigmillar Urban Design Framework

**Diarmaid Lawlor, A+DS**

### Why did we gather?

We came together to agree a brief for the review of the Craigmillar Urban Design Framework. The UDF sets out a vision for the area. It needs to reflect the needs of the various communities in the area and a set a framework for decision making. Since the creation of the UDF, things have changed. We need to update the Framework to ensure that it is robust as a means of informing how decisions are made by all.

### What does the revised Craigmillar Urban Design Framework need to do?

The revised CUDF needs to do three things:

- It needs to enable all stakeholders to inform their decision making. This includes the community, service providers, the planning authority and developers. To do this the UDF needs to be consistent with a range of other decision making tools, such as the Local Plan and the Parc Business Plan. It needs to set out the quality aspirations and standards that must be met to make this place the kind of place we want.
- It needs to clearly articulate the delivery priorities for Craigmillar. A key theme from the workshop was 'finish things' and 'knit things together' to make sense of the various projects and initiatives in the area. Priorities will work across national and local government, the community and stakeholders. The key driver is to agree a set of priorities that will inform action on the ground to make a difference to people as soon as possible by delivering the vision.
- It needs to be an investment plan for the short, medium and long term. It needs to inform investments by the community, public, private and tertiary sectors, service providers and users. It needs to inform joined up services and investment partnerships.

### What did we do?

We gathered to set out what works and what doesn't in the existing plans, and in what has happened on the ground to inform the review. We also met to set out a set of quality criteria to inform the technical stages of the review, and articulate a need to keep the community involved at all stages of the process.

The quality brief is set out as a short statement in the next 2 pages. The next steps for this process are set out at the end of this paper.

## Priority

*'finish it'*

We have started making a new Craigmillar. Now we want to finish it. We feel this needs strategic priorities at City level to be reviewed, to give us fair access to the resources needed to make things happen. We want Craigmillar to be supported at national and city levels. This place is part of the city. We want to be a place where people choose to return to. We would like Craigmillar to be self sufficient, and be part of the city. We want to build choice.

We feel that the vision in the CUDF holds. It is the destination we want to get to. Our concerns are about how we are getting there and what is happening on the ground. The CUDF takes a long view. The triggers for change to deliver community benefits feel out of reach. Fewer houses are now being built. The outdoor spaces aren't coming. We feel existing green spaces, at all scales, are being eroded. We need to hold the value of what we have. We need a new way of getting smaller benefits built in now to deliver the vision.

## Hope and ambitions

*'School is the most important thing at grassroots level'*

Play makes community. We would like a mix of outdoor green spaces near the home, temporary and permanent, of different sizes, in the short, medium and long term. We would like these spaces to provide re-assurance to parents and provide safe settings for children to mix, play and build confidence. We would like to protect existing strategic green spaces, and use temporary greening as a way of achieving more benefits, now. We would like these spaces to be fun.

Not having a better high school is a big problem for the community. We need a better learning experience, now. We need to build something to make learning part of Craigmillar, the destination. We need to develop a learning brief. It needs to address the needs of the catchment, young and old. We must ensure that we do not fail to cater for the needs of primary age school kids. We need to look at how we can use community resources, spaces and education buildings together to create the best opportunity.

Where the school goes matters. It should be within walkable distance for to all the community. It should form part of the main street scene of the place. We should consider all options, from refurbishment of what we have, preventing deteriorating of existing learning resources to a new building or buildings. The school should be accessible to the community to do community things.

The town centre is a priority for Craigmillar. We feel the existing town centre has a poor quality of environment. There is no draw for people. The community want the town centre to be a good town centre with a variety of shops and services, and meeting places for older kids and adults. A destination. There needs to be consideration of older people, how they might use the street and where they live.

## Fears

*'where is the community voice'*

Plans for the area keep changing. Piecemeal development makes it hard to understand how things are changing on the ground for people in the community. We don't feel we have been involved in the changes, nor do we all understand them. Some of the community feel let down.

We are concerned about things we don't know about things we know about, like the Niddrie Burn scheme, the hospital, the greenbelt, the town centre plans. We would like to shape a way of being better informed about what is happening, and what the impacts are. We would like to see a series of short term quick win projects implemented to start stitching things together on the ground.

We would like community safety to be at the heart of all decisions in the community. We would like a Craigmillar specific sustainability plan. This plan should be about creating 'people chances'. The creation of the Craigmillar Urban Development Framework changed the politics of this place. The community learned to be a player. We feel that the process of building the new Craigmillar UDF should build on this. There should have active community involvement. It should be inclusive. It should provide opportunity. It should foster a sense of ownership.

## Action

*'what is good about new development from a human dimension'*

There are decisions and trade offs to be considered for the future of Craigmillar. There needs to be a clear framework to inform these decisions. We need to build a place which supports facilities for people from the cradle to the grave. We need housing that accommodates the changing needs of the place, and builds Craigmillar as a destination. We need to ensure that all parties, developers, the council and community talk to each other about how to deliver these ideas. Before we make big changes, we need more evidence.

We need to learn from the place. We need to assess what is good about new development from a human dimension-how well have things worked? We need to walk through the neighbourhoods together and talk to each other. We need to take small steps for big changes in parts of the area. There is speeding on the main street. There are different communities, and tensions between them. There are challenges for community safety. Greenspace is a big issue. We do not want to risk achieving a better future. We need to work in partnership to make sure the next step is the right step.

Not everyone knows what the Craigmillar Urban Design Framework is. We need to involve everyone. We need fresh faces. Delivering change on the ground in this place is not just about the Council and developers. We need a joined up way of agreeing how to agree change.

## Next steps

At the workshop, the following sketch of possibilities to inform this process were discussed:

- Circulate the notes from the workshop. Critique, and provide feedback. Lets agree what we agreed.
- Design a process to involve the community in the evidence gathering and decision making. This will include working out how to include the community as a whole, who to contact, and how to involve people.
- Agree a 'walk and talk' evidence gathering session looking at the quality of what has been built in the area, what works and what doesn't
- Agree the technical analysis that must be done to inform the next steps in the review eg mix of tenure, street hierarchies, services etc
- Identify how the framework and other decision making frameworks such as the Local Plan co-ordinate
- Develop a 'delivery and investment' set of discussions to agree a way of ensuring that all people involved in delivering and changing proposals speak to each other, to ensure a joined up impact on the ground AND involve the community. This should start shaping our priorities and agreeing a way of linking resources to projects and proposals to make things happen
- Draft a revised framework document. HOLDING the vision as a fixed element.
- Test the revised framework by considering how a proposal might move from an idea to action on the ground using the principles of the revised framework. Test this on a real site using the evidence gather together
- Revise framework
- Finally test the framework against the QUALITY statement in this document: does what has been prepare meet the brief of what was discussed and agreed?

### **Drop-in Day Comments**

As part of the review of the Craigmillar Urban Design Framework (CUDF), a drop-in day was held at the White House on Monday 8 October 2012. The comments made been grouped under a number of themes. Many of the comments that are recorded below were made in conversation rather than written down. If you feel that anything has been missed or incorrectly recorded, or you were unable to make the drop-in day but would like to add comments then please do not hesitate to contact Craig Wood at [craig.wood@edinburgh.gov.uk](mailto:craig.wood@edinburgh.gov.uk) or by telephone on 0131 5293904.

### **Community Facilities**

- School important-need it to pull people into area
- The school is very important and must always form part of the town centre!
- New high school is beneficial for the regeneration, without it there would be no point to the new houses!
- Joint venture was set up for regeneration the new high school was the heart of the community and best of the suggestions
- High school important!!
- Keep in framework and upgrade-need to use the building on the site-make it useable
- Need a new school
- School is key
- Refurbish old school
- Need the high school in the proposed site
- School pupils-need the high school
- White house needs used more fully-needs kept open to new users
- Locate the new school intended for Portobello in Craigmillar
- What happens to the adult learners if Castlebrae closes?

### **Housing and Design**

- Housing- good mix- lots of family housing
- Gardens-variation of sizes, gardens need done at the beginning
- Mix of flats-no more than 3 floors
- Good room sizes in flats
- Good insulation
- More houses for families with gardens
- Style of Cakemuir and other area build don't fit in with older development
- No continuity
- Brownfield needs developed

- Incorporate New + Old , must keep identity
- Pathway at back of houses-lost, notice saying no parking-can't put out bins
- Communities need sustained-people promised homes need to come back-should not move them out without a definite time limit
- Development needs pushed forward
- Not housing association
- More Council housing built
- Positive-energy saving
- Mixed housing tenure
- Like the balconies
- Gardens important-like big gardens
- Overlooked development

## **Parks, Open Spaces and Environment**

- Playspaces-overlooked
- Cairntows Park-Don't build-take it out of UDF!!
- Cairntows park improve-football
- Cairntows Park-leave alone
- Cairntows Park-don't want it built on!!
- Brownfield needs developed before developing green space
- Play parks need to be in with housing and overlooked
- Overlooked parks!!
- Cairntows Park
- More amenities that include everyone-particularly around tower blocks
- More swings in parks, roundabout, flying fox

## **Movement**

- Niddrie Mains Road is busy
- Important that good connections are made with Royal Infirmary
- Peffer Place-don't want it opened
- Problems with the amount of traffic
- Roads need improved
- Homezone in Cakemuir doesn't work as there is not enough space between main doors and shared space.
- Young girl knocked over recently
- Cars parking at mobility point at bank

## **Business and Employment**

- Jobs (anything to entice them in)

- Employment opportunities for the community
- No provision for workers at Blindcraft
- Invest in people
- More jobs in the area

## **Centres and Services**

- Problems with the amount of traffic
- Open supermarket site to be car park
- Shop fronts need improved-particularly at right hand and pavements are terrible
- Cars parking at mobility point at bank
- Streetscape at shops
- Show people site an issue, not appropriate town centre use

## **Maintenance and Management**

- Maintenance needs to be done
- Garden waste not being uplifted
- Shop fronts need improved-particularly at right hand and pavements are terrible
- Not uplifting black bags left by buckets-fortnightly uplift
- Lose dogs-dog dirt-CCTV to deter dogs dirt, any way to ID them?
- Environmental health officer to deter litter at school lunches
- Need more bins
- Harewood Road-grass never cut or rubbish picked up
- Issues with housing association – maintenance not working

## **Other/General**

- Good insulation
- Niddrie Burn culverts @ high flats-are they getting filled in/want filled in
- Culverts need to be filled in as originally planned (safety)
- Too much noise
- Brownfield needs developed
- Invest in welfare of local residents
- Communities need sustained-people promised homes need to come back-should not move them out without a definite time limit
- Development needs pushed forward
- Positive-energy saving
- East Office is terrible-very difficult to deal with
- White house needs used more fully-needs kept open to new users

- Not enough time done for consultation

## **Key Comments**

- New School in the Town Centre as proposed is key.
- Cairntows Park needs to be removed from CUDF and protected as open space
- Insufficient time given for consultation
- Parks should be situated in the heart of neighbourhoods and be overlooked as is the case in Castle View.
- The area needs to be maintained better.
- Shared space principles work, but need to be adhered to properly unlike at Cakemuir.
- Traffic on Niddrie Mains Road is an issue but general feeling is that nothing can be done.
- Lack of faith from people in the area that things that have been promised will happen, with the lack of certainty on the school being an example of this.
- Housing should have continuity with the rest of the area.