

**Outline Planning Application 04/04425/OUT  
at  
Greendykes Avenue  
Edinburgh  
EH16 4HQ**

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**Development Quality Sub-Committee  
of the Planning Committee**

12 October 2005

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**1 Purpose of report**

To consider application 04/04425/OUT, submitted by Edinvar Housing Association Ltd.. The application is for: **Mixed residential development and associated garages and parking (in outline)**

It is recommended that this application be **GRANTED** subject to the conditions in Appendix B.

**2 The Site and the Proposal**

**Site description**

The site is a an elongated 2.84 ha plot on the eastern side of the Thistle Foundation Estate. The site currently accommodates a public hall, garages, 10 existing houses, open grassed areas and former tennis courts.

Greendykes Avenue bounds the site to the east, with Greendykes Road to the north and west.

The site is part of the larger Thistle Foundation Site extending to 7.7 hectares. This site was developed after the second world war as a model housing community for disabled servicemen and their families. The design is predominantly low rise housing set in courtyard developments, and it developed from an architectural competition in 1947.

There are a number of listed buildings within the original Thistle Foundation development. The Robin Chapel (50 metres to the north-west of the site) is a Category A listed building. It is an early post-war building in Scottish Arts and Crafts style. Chapel Court, Queen's Walk and West Court and the covered linking walkways are Category B listed buildings which provide the immediate setting for the Robin Chapel. They are of immediate post-war date and provide cottage terraces arranged in courtyards.

This application site contains no listed buildings.

### **Site history**

26 April 2005 - An outline planning application has been submitted for the erection of approximately 700 dwellings on a 9.5 ha site which is enclosed by Greendykes Avenue and Greendykes Road and lies immediately to the east of this application site (05/01358/OUT). This is undetermined.

### **Description of the Proposal**

This application seeks to obtain outline planning permission for residential use and establish the principle of development of up to 170 units, to secure funding.

An amended layout drawing is indicative and shows numbers and location and general height with no details on design, massing, landscaping, play areas or infrastructure at this time. It shows up to 170 units, comprising of 158 apartments and 12 houses set within landscaped private and communal gardens. The density is 75 units per HA. There are two play areas proposed within the development. The height of the proposal is three and four storey. Wighton House (office and social centre) within the site is to be retained.

A supporting Planning Statement has also been submitted with the application.

## **3 Officer's Assessment and Recommendations**

### **DETERMINING ISSUES**

The determining issues are:

- Do the proposals comply with the development plan?
- If the proposals do comply with the development plan, are there any compelling reasons for not approving them?
- If the proposals do not comply with the development plan, are there any compelling reasons for approving them?

## ASSESSMENT

To address the determining issues, the Committee needs to consider

- a) Whether the principle of a residential development in this location is acceptable; and
  - b) Other issues.
- a) The proposal is in accordance with development plan which comprises the Edinburgh and the Lothian's Structure Plan 2015 and the adopted South East Edinburgh Local Plan (SEELP)

The regeneration of this site is supported by Lothian Structure Plan Policy HOU2. This policy supports the development of suitable urban brownfield sites for housing through re-use, redevelopment or conversion. This approach to regeneration under pins a major strategy of the structure plan - that of protecting the Green Belt from development.

The proposal is also supported by Structure Plan Policy HOU3. This policy supports the allocation of sites in local plans to meet strategic housing requirements.

With regard to the local plan, the application site is identified as part of a larger site under policy HSG3 as a future housing site where, *"Redevelopment is proposed in order to allow modernisation of the scheme and the inclusion of general purpose private housing for sale. The result will be a more intensively managed estate"*.

In addition the Craigmillar Urban Design Framework was approved 29th September 2005. The framework identifies Niddrie Mains (including the application site) as one of three main areas for redevelopment for housing in Craigmillar. Although the framework was in the draft stages at the time of application and not an approved document, it is indicative of the future development of the whole area, and therefore a material consideration.

The proposed use for residential development therefore complies with policy and is an appropriate use for the area.

### b) Urban Design

The current outline application is for no more than 170 new residential units, with final numbers, layout, massing, scale and other details, including design, external appearance, landscaping, open space provision, means of access and phasing, to be dealt with as reserved matters. Under policy HSG3 as a future housing site, the estimated capacity for the site is 170 units with the development being no more than three storeys in height. However the numbers of any new development will be subject to the proposal meeting the council's policy requirements and guidance and complementing the existing neighbouring developments.

The Thistle Foundation Site is a proposed Conservation Area in the local plan. With Conservation Area status, there will be a greater emphasis on the design quality and overall impact on the existing listed buildings in the adjacent site. This will be a major consideration for future detailed/reserved matters applications.

While the supporting drawings are indicative only, they demonstrate a generally acceptable way of developing the site.

#### Infrastructure provision

Structure Plan Policy HOU5 and HOU6, and SEELP Policy I2 resist planning permission for new development unless the relevant infrastructure and other essential supporting services are available, firmly committed or to be provided as part of the scheme. This includes matters such as sustainable urban drainage systems (SUDS), transportation infrastructure, schools contributions and open space provision.

In this case, the proposal is a redevelopment of part of an existing site, and is not therefore dependent on road layout proposals for the remainder of the Craigmillar area.

In terms of drainage, SEPA have objected on the basis that no information is forthcoming at the moment. This information will be required for any reserved matters application and can be controlled by a condition. The Framework envisages that individual sites will incorporate primary SUDS treatment/attenuation which will ultimately connect to a regional wetland or pond. This matter has been dealt with by way of a suitably worded condition.

The improvement of open space provision is an integral part of the regeneration of the area. The Thistle Estate has existing landscaped areas and a well defined area of open space.

The existing amenity open spaces within the area are set to be redefined as part of the Framework for Craigmillar. The emerging strategy is for a hierarchy of safe, accessible, and clearly defined open spaces ranging from larger local parks to small local parks, green corridors and finally private and semi-private open space for each of the developed areas. Any future development will be required to complement and add to that existing with priority on high quality landscaping and its maintenance. The position and design of open space will be a Reserved Matter.

Transport has no objections to the proposal subject to the Developer entering into a Section 75 Legal Agreement to contribute towards transport improvements and safeguarding of land required for tramline 3.

In respect of schools provision, The Department of Children and families have advised that no contributions are necessary.

## Residential Amenity

Environmental Services has advised that standard noise conditions be imposed on any consent for the redevelopment of this brownfield site.

The proposed use as residential will not adversely impact on the neighbouring properties, subject to suitable details at the reserved matters stage.

In conclusion, the principle of housing development not to exceed 170 units accords with the development plan. Matters of infrastructure and detail can be considered at a future stage.

Although the Council owns part of the land, the proposal complies with the development plan and there is not a substantial body of objection to the principle of residential development. It is therefore not necessary to notify the Scottish Ministers.

It is recommended that Committee approves this application for residential use in principle only subject to conditions relating to reserved matters, contamination and noise and a suitable legal agreement in respect of infrastructure provision.

Alan Henderson

**Alan Henderson**  
Head of Planning and Strategy

<b>Contact/tel</b>	Gayle Adams on 0131 529 3908
<b>Ward affected</b>	57 - Craigmillar
<b>Local Plan</b>	South East Edinburgh
<b>Statutory Development Plan Provision</b>	Housing
<b>Date registered</b>	1 February 2005
<b>Drawing numbers/ Scheme</b>	05 Scheme 1

**Advice to Committee Members and Ward Councillors**

The full details of the application are available for viewing on the Planning and Building Control Portal : [www.edinburgh.gov.uk/planning](http://www.edinburgh.gov.uk/planning).

If you require further information about this application you should contact the following Principal Planner, Linda Nicol on 0131 529 3594. Email: [linda.nicol@edinburgh.gov.uk](mailto:linda.nicol@edinburgh.gov.uk).

If this application is not identified on the agenda for presentation, and you wish to request a presentation of this application at the Committee meeting, you must contact Committee Services by 9.00a.m. on the Tuesday preceding the meeting on extension 4229/4239. Alternatively, you may e-mail [blair.ritchie@edinburgh.gov.uk](mailto:blair.ritchie@edinburgh.gov.uk) or [sarah.bogunovic@edinburgh.gov.uk](mailto:sarah.bogunovic@edinburgh.gov.uk)

**Application Type** Outline Planning Application  
**Application Address:** Greendykes Avenue  
Edinburgh  
EH16 4HQ  
**Proposal:** Mixed residential development and associated garages and parking (in outline)  
**Reference No:** 04/04425/OUT

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## Consultations, Representations and Planning Policy

### Consultations

#### Transport

*Section 75 requiring transportation contributions for the area, amount to be agreed.*

*Land to be safeguarded for tramline 3 at no cost to council.*

*Information on the roads, footway and parking layout and the level of parking within the development to be reserved matters.*

#### Children and Families

*I refer to the above note planning application for residential development.*

*The Department of Children and families is aware that EDI will be contributing to local education infrastructure in Craigmillar.*

*Consequently, the requested developer contributions of £200 per house and £10 per flat as stated in my previous correspondence has now been covered by EDI proposals and therefore no developer contributions will be required.*

#### Environmental Services

*No objections subject to the following conditions:*

*1. The design, installation and operation of any plant, machinery or equipment shall be such that any associated noise complies with NR25 when measured within any nearby living apartment, and no structure borne vibration is perceptible within any nearby living apartment.*

*2. The design, installation and operation of any lift equipment shall be such that any associated noise complies with NR20 when measured within any nearby living*

*apartment, and no structure borne vibration is perceptible within any nearby living apartment.*

## **Housing**

*In Craigmillar Ward, the provision of affordable housing is 0% within the Affordable Housing Policy. It is therefore not required as part of this proposal.*

## **Archaeologist**

*There are no known archaeological constraints on this development.*

## **Scottish Water**

*No objections.*

*Regarding drainage, the development must be served by a completely separate system of drainage, including full SUDS measures and an off-site surface water outfall sewer to Niddrie Burn.*

## **SEPA**

*There is an objection on the basis that insufficient information has been provided with the application to determine its likely impacts.*

*Details of the drainage arrangements, in terms of Sustainable Urban Drainage Systems, should be provided, together with confirmation that a public foul sewer connection has been agreed with Scottish Water. There needs to be a commitment to the provision of suitable SUDS measures (specified) connecting to a regional pond or wetland as put forward in the Craigmillar Urban Design Framework.*

*SEPA has also requested that conditions be imposed to encourage the recycling of construction materials, to cover potential land contamination and to prevent watercourse pollution during construction. The import or export of waste, including soil, may require a waste management licence.*

## **Craigmillar Community Council.**

*The Council objects to the proposal.*

*The development would be built at a density level exceeding those outlined in the South East Local Plan. In addition, the height and style proposed is not consistent with the existing housing design.*

## **Representations**

Neighbours were notified on 6 December 2004.

Only one response has been received, from Craigmillar Community Council - see Consultations section.

***Full copies of the representations made in respect of this application are available in Group Rooms or can be requested for viewing at the Main Reception, City Chambers, High Street.***

## **Planning Policy**

The following national policy guidelines are relevant to the current application: -

SPP3 - 'Land for Housing' - sets out the Government's housing policy in Scotland, the key principles being: -

1. To give people a wider choice of housing;
2. To improve the supply and quality of that housing; and
3. To encourage greater individual responsibility for, and control over, the conditions in which people live.

NPPG 17 - 'Transport and Planning' - promotes an integrated approach to land use, economic development, transport and the environment.

PAN 57 - 'Transport and Planning' - gives good practice advice on measures planning authorities may consider in fulfilling their integrated land use and transport responsibilities in a sustainable manner.

The development plan for the area is the Edinburgh and Lothians Structure Plan (2004) and the newly Adopted South East Edinburgh Local Plan (2005).

## **Edinburgh and Lothians Structure Plan**

Policy HOU2 supports the development of suitable urban brownfield sites for housing through re-use, redevelopment or conversion.

Policy HOU3 states that in addition to new housing sites, land shall be allocated in local plans.

Policy HOU6 states that contributions will be required from the housing developers to remedy any deficiencies in local facilities and amenities which result from the additional housing.

HOU7 states that where identified and justified by a local needs assessment and any related studies, local plans should include policies requiring the appropriate provision of affordable housing.

Policy TRAN1 states that local plans should safeguard land for the transport proposals including the tram line.

Policy ENV1G requires local plans to include policies to promote a high quality of design in all new development.

## **Edinburgh Urban Design Guidelines**

Principle 2.1 encourages mixed uses, acknowledging their vitality, place making and contribution to safe and sustainable developments.

Principle 2.2 requires the reinforcement of local identity.

Principles 2.3 and 2.4 require a distinctive and coherent urban form.

Principles 3.1 and 3.2 require key elements to fit with the surroundings and promote pedestrian access.

## **South East Edinburgh Local Plan**

The site lies within the newly Adopted South East Edinburgh Local Plan (August 2005). The site is part of a proposed Housing Development site (HSG3) with an estimated capacity of 170 dwellings at a maximum of three storeys in height. The development is intended to facilitate the refurbishment of the retained section of the Thistle Foundation Estate.

The Local Plan also proposes designating the Thistle Foundation Estate as a Conservation Area. A character appraisal is to be prepared.

The following policies apply:

### Relevant Policies:

Non-statutory guidelines on 'MOVEMENT AND DEVELOPMENT' establish design criteria for road and parking layouts.

Non-statutory guidelines on 'PARKING STANDARDS' set the requirements for parking provision in developments.

Non-statutory guidelines - Tram Developer Contributions sets out the criteria where new development should make a contribution towards the construction of the tram system and associated public realm.

Non-statutory guidelines on Developer contributions in schools gives guidance on the situations where developers will be asked to make financial or other contributions towards the cost of providing new facilities for schools.

Non-statutory guidelines on the 'SETTING OF LISTED BUILDINGS' supplement local plan conservation and design policies, providing guidance for the protection and enhancement of the setting of listed buildings.

Non-statutory guidelines on 'OPEN SPACE REQUIREMENTS IN NEW DEVELOPMENT' set the required standards for open space provision.

Non-statutory guidelines on 'SITE PLANNING FOR SUSTAINABLE DEVELOPMENT' supplement statutory environmental policies, providing advice on how the principles of sustainable development can be incorporated into proposals.

Non-statutory guidelines on Edinburgh Standards for Urban Design sets criteria for the quality of design in new development to maintain and improve the visual image and identity of Edinburgh.

Non-statutory guidelines 'DAYLIGHTING, PRIVACY AND SUNLIGHT' set criteria for assessing proposals in relation to these issues.

Non-Statutory guidelines on 'QUALITY OF LANDSCAPES IN DEVELOPMENT' sets detailed design principles for hard and soft landscaping, including the retention of existing features, and relates these principles to different types of development.

Policy H2 states that within the urban area development for housing by way of new development, redevelopment or conversion of existing buildings will be acceptable, unless other policies indicate otherwise.

Policy H3 states that there will be a presumption against proposals involving the loss of existing residential accommodation without replacement.

Policy H4 states that new housing development should make the best of urban land, be well-laid out in terms of access, parking etc. provide amounts and types of open space appropriate to the development and provide a residential environment, which affords ease of access, safety and engenders a sense of community.

Policy H6 states that development for whatever purpose would result in an unacceptable reduction in amenity for residents in the locality will not be permitted.

Policy H8 states that a variety and a balanced mix of house types will be sought in new housing schemes to cater for the needs of different population groups.

Policy H10 states that proposals for new residential development shall include a proportion of affordable housing as identified.

Policy DQ4 states that the use of design features and materials intended to conserve and treat surface water on site as far as practical and minimise run of will be sought whenever appropriate.

Policy DQ11 states that the character and setting of listed buildings will be safeguarded and encouragement will be given to their retention in viable uses, the preservation and repair of historic fabric which contribute to their interest, the restoration of missing architectural features, and the use of high quality materials and proposals which would enhance their setting.

Policy DQ17 states that the Council will give special attention to the design of development proposals within or adjoining a conservation area, and in particular will resist the loss of buildings, trees, boundary walls etc. and permit new development or redevelopment only where the proposals are of a high design standard

Policy T1 states that development proposals with the potential to generate a significant amount of personal travel should be easily accessible on foot, by cycle and by regular and frequent public transport services.

Policy T2 states that new development will only be allowed provided there will be no significant adverse consequences for road safety, the convenience and safety of walking and cycling in the area, public transport, the capacity of the surrounding road network, and residential amenity as a consequence of an increase in motorised traffic.

Policy T6 states that development should be laid out and designed to make the use of public transport as attractive as possible.

Policy T7 states that the following public transport initiatives will be safeguarded insofar as they may affect land or sites in this local plan area: South Suburban Railway Line, including stations at Cameron Toll, Craigmillar, Niddrie and Asda/Fort Kinnaird. Crossrail including stations at Brunstane and Newcraighall. Light rapid transit A701 and A772, and the South East Wedge public transport spine routes.

Policy T8 states that development proposals should be designed to make walking and cycling as attractive as possible, providing convenient and safe links with, or access to existing and proposed cycle and pedestrian networks.

Policy T9 states that car parking provision will be required in conformity with the Council's adopted parking standards.

Policy I2 states that planning permission will only be granted for new development when adequate infrastructure and essential supporting facilities are available, firmly committed or to be provided as part of a scheme.

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## Conditions/Reasons associated with the Recommendation

### Recommendation

It is recommended that this application be **GRANTED**

### Conditions

1. The approved development being commenced no later than five years from the date of Outline Permission or two years from the date of final approval of any reserved matter(s), whichever is the later.
2. Before any work on each phase of the site is commenced, details of the under-noted reserved matters being submitted to, and approved by the planning authority, in the form of a detailed layout of that phase of the site (including landscaping and car parking) and detailed plans, sections and elevations of the buildings and all other structures.

Reserved matters:

- a) Number of residential units to be developed which shall not exceed 170 new units over the total application site;
- b) Siting, design and height of development, including design of all external features and glazing specifications (including acoustic capabilities); provision and design of open spaces, all external materials and finishes, including their colour;
- c) Car and cycle parking, access, road layouts and alignment, servicing areas;
- d) Waste management and recycling facilities;
- e) Footpaths and cycle routes;
- f) Hard and soft landscaping details, which shall include:

- i) existing and finished ground levels in relation to Ordnance Datum,
  - ii) layout and design, including walls, fences, gates and any other boundary treatments,
  - iii) The location of new trees, shrubs and hedges,
  - iv) A schedule of plants to comprise species, plant size and proposed number/density,
  - v) Programme of completion and subsequent maintenance,
  - vi) existing and proposed services such as cables, pipelines, substations,
  - vii) other artefacts and structures such as street furniture, including lighting columns and fittings, and play equipment play equipment,
  - g) A detailed strategy covering the design, timing, phasing and management of the SUDS arrangements in relation to the approved drainage scheme for this outline and ultimately how it connects to a regional pond or wetland as put forward in the Craigmillar Urban Design Framework.
  - h) Details of suitable measures such as a porous parking, roadside filter drains or swales shall be provided ultimately connecting to a regional pond or wetland as put forward in the Craigmillar Urban Design Framework.
3. i) Prior to the commencement of construction works on site:
- a) A site survey (including intrusive investigation where necessary) must be carried out to establish to the satisfaction of the Head of Planning and Strategy, either that the level of risk posed to human health and the wider environment by contaminants in, on or under the land is acceptable, or that remedial and/or protective measures could be undertaken to bring the risks to an acceptable level in relation to the development; and
  - b) Where necessary, a detailed schedule of any required remedial and /or protective measures, including their programming, must be submitted to and approved in writing by the Head of Planning and Strategy.
  - ii) Any required remedial and/or protective measures shall be implemented in accordance with the approved schedule and documentary evidence to certify those works shall be provided to the satisfaction of the Head of Planning and Strategy.
4. The design, installation and operation of any lift equipment shall be such that any associated noise complies with NR20 when measured within any nearby living apartment and no structure borne vibration is perceptible within any nearby living apartment.

5. The development must be served by a separate system of drainage including the provision of an integrated SUDS/attenuation scheme within the site boundary, and ultimately connect to a wider regional pond or wetland, as put forward in the Craigmillar Urban Design Framework, details of which shall be submitted to and approved in writing by the Head of Planning and Strategy in consultation with Scottish Water and SEPA. These arrangements shall be approved prior to the determination of any reserved matters or other detailed submissions.

### **Reasons**

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to enable the planning authority to consider this/these matter/s in detail.
3. In order to protect the development from landfill gas.
4. In order to safeguard the amenity of neighbouring residents and other occupiers.
5. In order to establish the arrangements for draining the site.

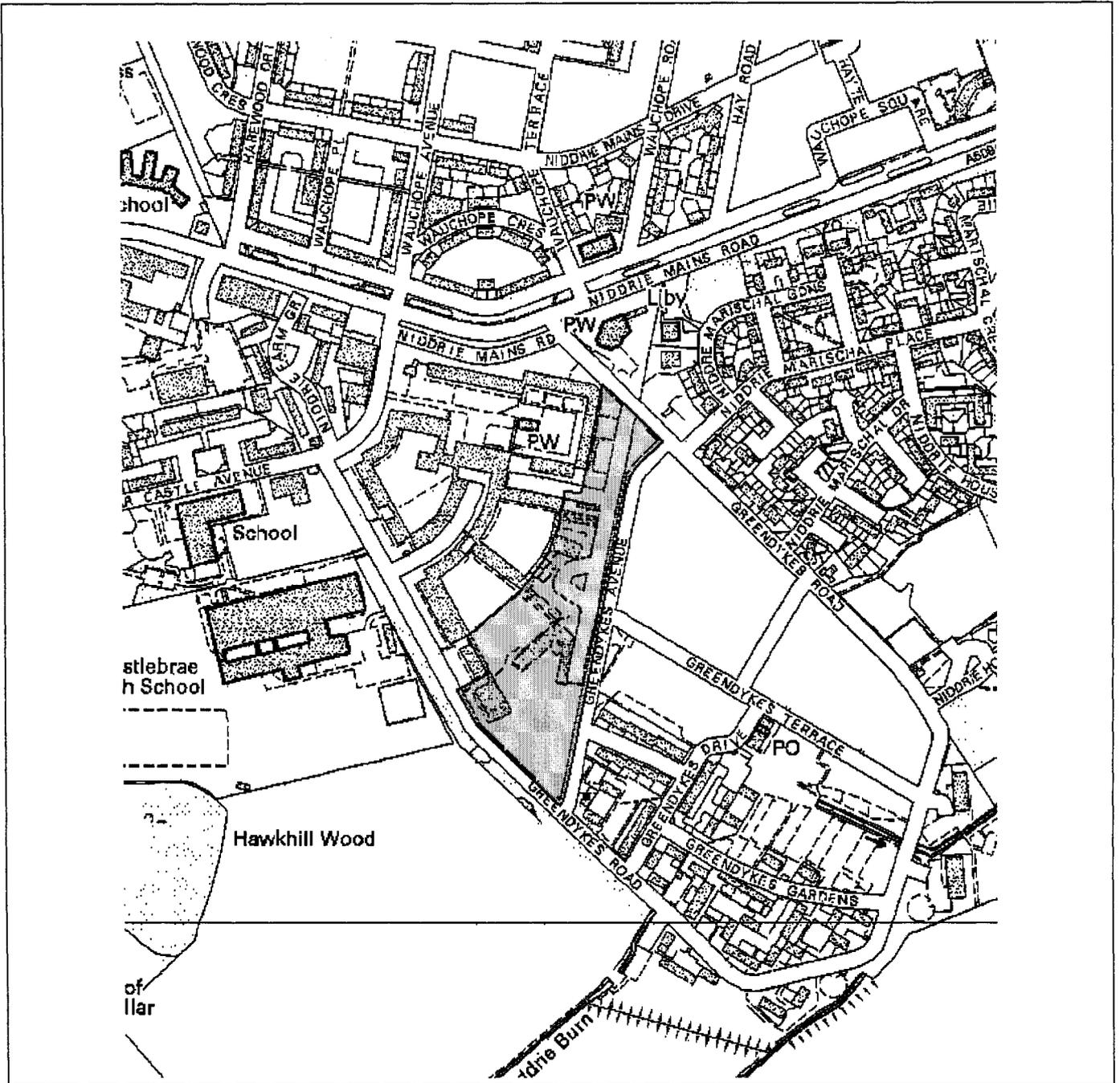
### **INFORMATIVES**

It should be noted that:

1. Prior to the issue of consent, an agreement under Section 75 of the Town and Country Planning (Scotland) Act 1997, or other suitable legal agreements, shall be concluded between the applicant and the Council covering the following Heads of Agreement:
  - a) Contribution to public transport improvements;
  - b) Safeguarding of land required for Tramline 3 at no cost to the Council.  
(Note; No development shall take place within the Tram reservation corridor, nor shall any utilities be placed in this corridor.)

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**End**



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# **PLANNING APPLICATION**

<b>Address</b>	<b>Greendykes Avenue, Edinburgh, EH16 4HQ</b>		
<b>Proposal</b>	<b>Mixed residential development and associated garages and parking (in outline)</b>		
<b>Application number:</b>	<b>04/04425/OUT</b>	<b>WARD</b>	<b>57- Craigmillar</b>

**THE CITY OF EDINBURGH COUNCIL  
THE CITY DEVELOPMENT DEPARTMENT- PLANNING & STRATEGY**