

# The City of Edinburgh Council

10:00am Thursday 2 June 2016

## Report of Pre-Determination Hearing – Gogar Station Road, Edinburgh (Land 1000 Metres NW SW And West Of Hermiston Junction M8) – referral from the Development Management Sub-Committee

|               |              |
|---------------|--------------|
| Item number   | 8.7          |
| Report number |              |
| Wards         | A01 - Almond |

### Executive summary

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To consider the recommendation of the Development Management Sub-Committee on a planning application which was the subject of a pre-determination hearing under the procedures set out in the Town and Country Planning (Development Management Procedures) (Scotland) Regulations 2008.

### Links

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**Coalition pledges**

**Council outcomes**

**Single Outcome Agreement**

**Appendices**                      Appendix 1 – report by the Head of Planning and Transport

# Terms of Referral

## **Report of Pre-Determination Hearing – Gogar Station Road, Edinburgh (Land 1000 Metres NW SW And West Of Hermiston Junction M8) – referral from the Development Management Sub-Committee**

### **Terms of referral**

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- 1.1 In December 2009, the Council approved procedures for dealing with planning applications requiring to be considered by means of a pre-determination hearing.
- 1.2 On 16 May 2016, the Development Management Sub-Committee conducted a pre-determination hearing in respect of an application for planning permission in principle submitted by Murray Estates Lothian Limited for a proposed residential development, local centre (including class 1, class 2 and class 3 uses), community facilities (including primary school and open space), green network, transport links, infrastructure, ancillary development and demolition of buildings at Gogar Station Road, Edinburgh (Land 1000 Metres NW SW And West Of Hermiston Junction M8).
- 1.3 The Sub-Committee received:
  - a presentation on the report by the Head of Planning and Transport (appendix 1)
  - presentations by
    - South West (Edinburgh) Communities Forum
    - Gogarburn Bicycle Users Group
    - SPOKES
    - Houghton Planning
    - GVA on behalf of the Royal Bank of Scotland
    - Mrs Fiona Johnston on behalf of the residents of Kellerstain House
  - a presentation by the applicants in support of the proposals.

### **Report by the Head of Planning and Transport**

- 1.4 The Head of Planning and Transport gave details of the application and the planning considerations involved for planning permission in principle.
- 1.5 The proposed development was contrary to the adopted Rural West Edinburgh Local Plan (as Altered 2011), in particular policy E5: Development in the Green Belt and Countryside Areas. The development of the site for residential and mixed use developments was not supported by the Second Proposed Local Development Plan (ELDP) and was contrary to the provisions of ELDP Policy ENV10: Development in the Green Belt and Countryside.

- 1.6 There is a five year effective housing land supply. Within the Council's area, there is land with planning support (allocated in plans and / or with planning permission) and free of planning constraints for around 30,000 homes. This includes sites in the proposed Local development Plan (LDP) but not the application site. This means that the site is not required to meet housing land need.
- 1.7 The applicant argues the site contributes to sustainable development because it is located next to a number of bus, train and tram stops and its proximity to existing employment areas (Edinburgh Park) and retail centre (the Gyle Shopping Centre). On plan this would appear to be the case. There are major barriers to these facilities however, in the form of the A8 and the City Bypass. These mean that the site is not well connected for pedestrians or cyclists. Pedestrians would have to use underpasses under the Bypass to get to Edinburgh Park. These would not create a safe and pleasant place.
- 1.8 A signification portion of the measures identified by the East of Millburn Transport Appraisal are not included with the application. The applicant has indicated an unwillingness to enter into an agreement to secure a bridge over the Bypass for example. The lack of measures necessary to mitigate transport impacts, particularly those that promote active travel and public transport use, means that the development will result in an unacceptable level of car use. The development would be contrary to the Council's Local Transport Strategy with respect to new development (Para 8.5). It would fail to accord with SPP's guiding principles and would not contribute to sustainable development. Additional vehicular traffic would be likely to worsen air quality within the area.
- 1.9 The proposed Edinburgh Local Development (LDP) is currently under examination with the examination report expected by mid to late June 2016.
- 1.10 The granting of planning permission in this instance would prejudice the emerging local development plan. The development proposed is so substantial, and its cumulative impacts so significant, that the grant of planning permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to the emerging plan. In this instance 'prematurity', as is the case at Cammo Walk and Craigs Road, is considered relevant, particularly so given that the report of examination into the Second Proposed LDP is due to be published by mid to late June 2016.
- 1.11 The granting of planning permission in principle for this site does not prevent the examination report from excluding this site from the Local Development Plan. At the same time, the examination report could include all the sites currently included with the proposed LDP. If this were to happen, there would be no substitution of sites as put forward in the Coalition Motion. This means there would be a cumulative impact on the city's infrastructure over and above that required for its effective growth. In short, this could mean more traffic than necessary on nearby roads and additional pressure on the education infrastructure.

- 1.12 In summary, the development is significantly contrary to the development plan, particularly in respect of green belt. The site is not needed to contribute to the five year effective housing land supply. The transport impacts of the development are not adequately resolved, meaning that the occupants of the development may be car dependent and there would be adverse impacts on the existing transport infrastructure in the area, for example, because of more congestion. The development would be prejudicial to the examination report of the Edinburgh Local Development Plan and is, as a result, premature.
- 1.13 Prior to a decision notice being issued, this application shall be notified to Scottish Ministers.
- 1.14 The Head of Planning and Transport requested that the Sub-Committee recommend to the Council that the application be refused for the following reasons:
- 1) The proposal is contrary to Strategic Development Plan policy 7 in that the proposal will not be in keeping with the rural character of the area and will undermine the green belt objectives.
  - 2) The proposal is contrary to Rural West Edinburgh Local Plan Policy E5 in respect of Development in GB/Countryside restriction, as it will result in a non conforming use.
  - 3) The proposal was contrary to Policy E7 of the Rural West Edinburgh Local Plan in relation to the Protection of Prime Agricultural Land as it would result in the permanent loss of prime agricultural land.
  - 4) The proposal is contrary to Rural West Edinburgh Local Plan Policy TRA1 in respect of mode of access, as the proposal has poor connectivity to public transport network.
  - 5) The proposal is contrary to the Second Proposed Local Development Plan Policy Env 11 in respect of Special Landscape Areas, as the proposal will result in a change of the rural character of this special landscape area.
  - 6) The proposal is contrary to the Second Proposed Local Development Plan Policy Env 10 in respect of Development in the Green Belt and Countryside, as it will result in a non conforming use in the green belt.
  - 7) The proposal is contrary to Rural West Edinburgh Local Plan Policy TRA2 in respect of capacity of road network, as the occupants of the development will be car reliant.
  - 8) The proposal is contrary to Rural West Edinburgh Local Plan Policy E8 as it will affect the setting of Areas of Outstanding Landscape Quality and will impact on the long views to the Pentlands designated Area of Great Landscape Value.
  - 9) The granting of planning permission would be premature and would not accord with the provisions of paragraph 34 of Scottish Planning Policy in respect of this.

## **Presentation by South West (Edinburgh) Communities Forum**

- 1.12 Archie Clarke gave a presentation on behalf of the South West (Edinburgh) Communities Forum
- 1.13 Mr Clarke advised that South West (Edinburgh) Communities Forum was set up in 2013 to represent community interests, mainly regarding local Green Belt or greenfield developments. Members include Community Councils for Ratho and District, Balerno, Currie, Juniper Green, Wester Hailes, Firrhill, Colinton and Colinton Amenity Association. It is well placed to give the West Side Story.
- 1.14 The Forum supports Rural West Edinburgh policies E5 - Development in Green Belt and Countryside Areas and E7 - Protection of Prime Agricultural Land, and Policy Env10 - Development in the Green Belt and Countryside in the emerging Local Development Plan 2.
- 1.15 Communities dislike having large developments thrust upon them; that helped create our Forum. But we will assess their implications on the City, and the survival of our villages as vibrant communities. We agree with LDP2 that the hierarchy for releasing land should be brownfield first, then land within Strategic Development Areas and finally locations elsewhere in the City. Conscious that greenfield sites rejected today could reappear tomorrow, we highlight the effects of this, and other nearby proposals. We do not see the SESplan1 housing demands helping 'Sustainable Development' or 'Climate Change' policies. The Forum's area has proposals for over 5,600 houses on 16 sites, a fraction having planning permission. Others may emerge along our 'Growth Corridors'. Imagine the extra traffic from just one car per house!
- 1.16 The Reporter examining LDP2 is considering CEC's new proposal that the 300-400 houses allocated to the International Business Gateway (IBG) in Policy Emp6 should be expanded sevenfold to 2,000-2,400 units. Discharging on to the A8 at the Gogar Roundabout, adjacent to this application, plus traffic from HSG19, HSG20 and elsewhere, it follows that this proposal with its significant traffic is also going to become entangled.
- 1.17 Development of this site should not begin until suitable roads connect it to the City side of the Bypass. No junction should be formed with Gogar Station Road, during or after construction, to prevent rat runs developing north to the A8 or south to the A71 Calder Road. This will happen when drivers attempt to avoid gridlocked roads. Traffic jams produce no economic benefits for the City.
- 1.18 The road system must ensure that all these proposals, plus Gogar Railway Station traffic and the constraints of the Gogar roundabout, will not force traffic south to the A71. We know when an incident has occurred on the A71, the Bypass or the M8, as Balerno, Currie and Juniper Green quickly receive the overflow. An incident on the A8 or the Gogar Roundabout will impact on these southern arteries and Queensferry Road to the north. As an interconnecting route, the Bypass will be affected. Congestion at one point (like the Gogar Roundabout) will impact on nodal points along it. It happens.
- 1.19 Should this scheme be approved, we request that all housing proposals in the City's south west quadrant that do not have planning permission, whether within the draft LDP or as speculative proposals, be excluded from the LDP. Their inclusion, along with brownfield sites identified by CEC would result in overcapacity and haphazard development. Overloading any major commuter

route creates difficulties maintaining the roads and their buried infrastructure, impacts on emergency services that have to find alternative routes and seriously elevates pollution. More vehicles produce demands for more pedestrian crossings, slowing traffic up further.

- 1.20 Finally, this proposal would see the robust Green Belt boundary formed by the Outer City Bypass destroyed. If the development were permitted, a new physical Green Belt boundary of equal strength must be created to prevent further urban sprawl. In the Forum's view the application should be refused

### **Presentation by Gogarburn Bicycle Users Group**

- 1.21 David Monaghan gave a presentation on behalf of the Gogarburn Bicycle Users Group
- 1.22 Mr Monaghan advised that his group represented the 650 staff at the Royal Bank of Scotland who cycled to work every day. They had major concerns about the impact on safety for cyclists on Gogar Station Road should this development go ahead. The route was also used by people commuting to Heriot Watt and the Airport.
- 1.23 Gogar Station Road had been upgraded and this had led to an increase in cycling to work as the new road layout allowed safe places for passing. However the proposed development would lead to a doubling of traffic on the road.
- 1.24 The proposals did show cycle lanes to Edinburgh Park but these would get little or no use. Gogar Station Road was only 5.2 metres wide at some points with narrow bridges that required to be crossed and this would be hazardous enough for cyclists dealing with cars but any heavy goods vehicle using this road would make cycling nearly impossible.
- 1.25 In conclusion he requested that if permission was granted that a condition be added restricting the type of vehicle that could use Gogar Station Road.

### **Presentation by Mrs Fiona Johnston on behalf of the residents of Kellerstain House**

- 1.26 Mrs Fiona Johnston Wightman gave a presentation on behalf of residents of Kellerstain House, she advised that the approval of this development would result in the loss of Green Belt Land which should be retained for the enjoyment of future generations.
- 1.27 There were sufficient brown field sites within the city to meet the identified housing demand. The site was not easily accessible as it was bounded by the dual carriageway and access to the site was a narrow country road and the increase in traffic would have a detrimental effect on other surrounding roads and endanger the safety of cyclist.
- 1.28 The land was designated as Green Belt and provided recreational open space and aided with the biodiversity of the area and needed to be protected and not urbanised.
- 1.29 She stated that the only reason that the application had been submitted was to provide a fast profit for the developer as it was cheaper for them to build on the

Green Belt than to develop brown field sites. In conclusion she asked that the application be refused.

### **Presentation by Houghton Planning**

- 1.30 Paul Houghton gave a presentation on behalf of the owners of the Millburn Estate. He stated that the breach of the Green Belt could not be justified in planning terms. This land was not included in the proposed Local Development Plan and was not required to meet housing need.
- 1.31 The proposals if approved would increase traffic and congestion to the detriment of road safety. The proposal to divert the watercourses would change the hydrology of the site which would effect the existing trees and increase the risk of flooding to parts of the site.
- 1.32 Millburn Tower was a listed building with views to the east across the land marked for development and this proposal would be detrimental to the character of the listed building.
- 1.33 In conclusion he advised that there had been no mitigation provided by the applicant for either the detriment to the listed building or the breach of the Green Belt and asked the Sub-Committee to refuse the application.

### **Presentation by SPOKES**

- 1.34 Euan Renton gave a presentation on behalf of SPOKES. He advised that the Local Transport Strategy supported sustainable transport options. Bike use for commuting had increased from five to ten percent, which contributed to the cut in air pollution with the subsequent health benefits.
- 1.35 The proposed development would increase traffic on Gogar Station Road, this road was used by many cyclists and was not capable of having more traffic forced onto it. The development required to have the appropriate infrastructure built with it, however the proposals as they stand at the moment would increase traffic movements and discourage bicycling.
- 1.36 In conclusion he requested the Sub-Committee to not to grant planning permission until details of the appropriate infrastructure requirements had been submitted.

### **Presentation by GVA on behalf of the Royal Bank of Scotland**

- 1.37 Neil Miller - RBS Head of Real Estate Markets, Duncan Birrell – Modus Transport Consultants and Robert Newton – GVA, gave a presentation on behalf of the Royal Bank of Scotland.
- 1.38 Neil Miller advised that RBS was a major employer and land holder in the area and was planning to expand its operations at Gogarburn with the workforce expected to reach six thousand by the end of the year.
- 1.39 He stated that RBS had no objection to the application in principle, their objection was in relation to the road access which would disrupt access to their campus. He considered that the additional set of traffic signals proposed at the junction were not required and would lead to congestion.

1.40 In conclusion he requested that the transport impact be given further consideration to allow a solution to be found.

### **Presentation by Murray Estates Lothian Limited**

1.41 Jestyn Davies – Murray Estates Lothian Limited, Ewan McIntyre – EMA Architecture and Design and Robin Holder – Holder Planning gave a presentation on behalf of the applicants.

1.42 The applicants advised that this development would provide a world class extension to the capital. Consultation on the proposals had started in 2010. Part of the development would have a designated open space.

1.43 The proposals would bring houses to where jobs were, and would help the city to meet its housing target, would produce 338 affordable new homes and 128 new jobs within a sustainable environment. The site was probably one of the most accessible in Scotland with access to roads, rail, buses and trams.

1.44 Ewan McIntyre – EMA Architecture and Design stated that the masterplan for the site still had to be shaped and this could be done when the PPP application was granted. The development would comprise all sizes and types of housing , together with a new primary school and public hub, and would be one of the most sustainable in Scotland with connections to the tram line and other forms of public transport.

1.45 There were twenty five thousand people working in the area and this site would provide housing where it was required for these workers. Most of the houses would be two storeys and the density would be the same as other LDP sites.

1.46 The access to the site would be via an underpass, which would allow single decker buses into the estate, the underpass was existing and would be upgraded with the installation of electric lighting, as building a bridge over the dual carriageway would be too expensive

1.47 Robin Holder stated that while the site was not included in the Local Plan, the Planning Committee in 2015 had indicated that it would not be opposed to development of the area. If permission was granted for this site, this would persuade the Reporter considering the Local Development Plan to remove other more contentious sites from the LDP.

1.48 The concerns raised by SASA had been dealt with in the applicant's submission, and discussions had started with potential builders.

1.49 In conclusion he asked that the Sub-Committee recommend to the Council that the application be granted.

### **Deliberation by Sub-Committee Members**

1.50 Copies of representations received during the consultation period had been made available to members of the Sub-Committee for inspection.

1.51 Both parties were questioned on their presentations by members of the Sub-Committee.



1.52 The Sub-Committee agreed that a decision would be taken first on the principle of the development, if it was agreed that planning permission should be granted then further discussion would be undertaken on appropriate conditions to be attached to the consent.

### **Decision 1**

1.53 To recommend to the Council that planning permission in principle be granted subject to conditions, informatives and legal agreements to be determined and notification to Scottish Ministers.

### **Dissent**

Councillor Burgess requested that his dissent be recorded in regard to the above decision

### **Deliberation by Sub-Committee Members**

1.54 The Head of Planning and Transport tabled the following Conditions, Informatives and proposed Legal Agreements for the Sub-Committee's consideration.

### **Draft list of potential conditions**

1. No development shall take place until a detailed Masterplan for the whole site has been approved in writing by the Council as Planning Authority. The Masterplan shall include a plan identifying individual sub-sites and phasing. Hereafter, reference to sub-sites in subsequent conditions relates to the identified sub-sites within this phasing plan.

Reason: In order to secure an integrated layout and satisfactory urban design for the site as a whole.

2. a) No development shall commence until full details of the flood prevention measures (including any diversion of the Gogar Burn) have been approved by the Council as Planning Authority in consultation with SEPA. This shall include full details of the proposed realigned Gogar Burn channel, the proposed enhanced storage area and the proposals for managing the risk of flooding from the Lesser Mill Burn at the later planning stages.

b) The flood prevention measures shall be implemented in full prior to the occupation of the first dwelling.

Reason: In order to ensure satisfactory water management within the site.

3. No residential unit shall be occupied until the poultry farm use has ceased and the operational land and buildings related to the poultry farm have been decommissioned.

Reason: In the interests of human health and amenity.

4. Before any work on a site which forms part of an identified sub-site development plot is commenced details of the undernoted matters shall be submitted to and approved in writing by the Council as Planning Authority; the submission shall be in the form of a detailed layout of the site within the relevant development plot.

Approval of matters

- Height, massing, siting and ground floor levels within the Masterplan approved by condition 1.
- Design and external appearance of all buildings, roof form, open space, public realm and other structures;
- All operational aspects of open space and public realm including the incorporation of the diverted Gogar Burn – note:- all development shall be placed outside the predicted 200 year plus climate change flood extent for the 25% culvert blockage scenario.
- Existing and finished site and floor levels in relation to Ordnance Datum;
- Roads, footways, cycleways, servicing and layout of car parking and cycle parking provision in accordance with standards agreed within the Masterplan;
- Amendments of any treatment to adopted roads and footways;
- Signing of pedestrian and cycle access routes to/from and through the development;
- Surface water management, drainage arrangements, SUDs proposals and SUDs maintenance plan;
- All operational aspects of the commercial and business uses including details of servicing arrangements, opening hours, all external plant, machinery and/or ventilation, hours of deliveries and collections;
- Waste management and recycling facilities;
- External lighting, including floodlighting and street lighting arrangements for the development;
- Site investigation/decontamination arrangements;
- Ecological studies including mitigation works to protect against any damage to protected species, bats, otters and badgers.

#### Landscaping

- Detailed soft and hard landscaping plan and levels
- A schedule of all plants to comprise species, plant size and proposed number and density
- Inclusion of hard and soft landscaping details including tree removal
- Landscape management plan including schedule for implementation and maintenance of planting scheme
- Any boundary treatments, including noise barriers
- A method statement for the treatment of invasive non-native species such as Giant Hogweed

Reason: In order to secure a satisfactory design.

5. The trees on the site shall be protected during the construction period by the erection of fencing, in accordance with clause 2 of BS 5837:2012 " Trees in relation to design, demolition and construction".

Reason: In order to ensure adequately protect trees within the site.

6. Construction details, specification, including trade names where appropriate, of all proposed external materials shall be submitted to and approved in writing by the Council as Planning Authority before work is commenced on a site; note: sample panels of the materials are to be erected and maintained on a site for an agreed period during construction.

Reason: In order to consider these matters in more detail.

7. 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 Council as Planning Authority, 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 remedial and/or protective measures, including their programming, must be submitted to an approved in writing by the Council as Planning Authority.

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 Council as Planning Authority.

Reason: In the interests of human health.

8. No development shall take place until a scheme for protecting the residential development hereby approved and existing from noise from the road and commercial noise (existing and proposed) has been submitted to and approved in writing by the Council as Planning Authority (which shall as necessary consult with Transport Scotland in relation to trunk roads in relation to this). All works which form part of the approved scheme shall be completed to the satisfaction of the Council as Planning Authority before any part of the development is occupied.

Reason: In the interests of human health and amenity.

9. Class 1 Retail hours of operation including servicing and deliveries require to be agreed at the Approval of Matters in Conditions (AMC) stage.

Reason: In the interests of amenity.

10. Retail floor space requires to be agreed at the Approval of Matters in Conditions (AMC) stage.

Reason: In order to protect the vitality and viability of existing town centres.

11. No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work ( excavation, field walking and metal detecting, reporting and analysis and publication) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Council as Planning Authority.'

The work must be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological works and for the archiving and appropriate level of publication of the results lies with the applicant.

Reason: In the interests of archaeological heritage.

12. Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Council as Planning Authority. The submitted plan shall include details of:
- monitoring of any standing water within the site temporary or permanent
  - sustainable urban drainage schemes (SUDS) - Such schemes shall comply with Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage schemes (SUDS) (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).
  - management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design'
  - reinstatement of grass areas
  - maintenance of planted and landscaped areas, particularly in terms of height and species of plants that are allowed to grow
  - which waste materials can be brought on to the site/what if any exceptions e.g. green waste
  - monitoring of waste imports (although this may be covered by the site licence) physical arrangements for the collection (including litter bins) and storage of putrescible waste, arrangements for and frequency of the removal of putrescible waste
  - signs deterring people from feeding the birds.

The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the Plan are to take place unless first submitted to and approved in writing by the Council as Planning Authority.

Reason: In the interests of aircraft safety.

13. The Bird Hazard Management Plan must ensure that flat/shallow pitched roofs be constructed to allow access to all areas by foot using permanent fixed access stairs ladders or similar. The owner/occupier must not allow gulls, to nest, roost or loaf on the building. Checks must be made weekly or sooner if bird activity dictates, during the breeding season. Outside of the breeding season gull activity must be monitored and the roof checked regularly to ensure that gulls do not utilise the roof. Any gulls found nesting, roosting or loafing must be dispersed by the owner/occupier when detected or when requested by Edinburgh Airport Airside Operations staff. In some instances it may be necessary to contact Edinburgh Airport Airside Operations staff before bird dispersal takes place. The owner/occupier must remove any nests or eggs found on the roof.

The breeding season for gulls typically runs from March to June. The owner/occupier must obtain the appropriate licences where applicable from Scottish Natural Heritage before the removal of nests and eggs.

Reason: In the interests of aircraft safety.

14. Height Limitation on Buildings and Structures: No building or structure of the development hereby permitted shall exceed 25m AGL.

Reason: In the interests of aircraft safety.

15. No development shall take place until full details of soft and water landscaping works have been submitted to and approved in writing by the Council as Planning Authority, details must comply with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping & Building Design' (available at <http://www.aoa.org.uk/operations-safety/>). These details shall include:

- any earthworks
- grassed areas
- the species, number and spacing of trees and shrubs
- details of any water features
- drainage details including SUDS - Such schemes must comply with Advice Note 6 'Potential Bird Hazards from Sustainable urban Drainage Schemes (SUDS)' (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).
- others that you or the Authority may specify and having regard to Advice Note 3: Potential Bird Hazards from Amenity Landscaping and Building Design and Note 6 on SUDS].

No subsequent alterations to the approved landscaping scheme are to take place unless submitted to and approved in writing by the Council as Planning Authority. The scheme shall be implemented as approved.

Reason: In the interests of aircraft safety.

16. Development shall not commence until details of the Sustainable Urban Drainage Schemes (SUDS) have been submitted to and approved in writing by the Council as Planning Authority. Details must comply with Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage Schemes (SUDS)'. The submitted Plan shall include details of:

- Attenuation times
- Profiles & dimensions of water bodies
- Details of marginal planting

No subsequent alterations to the approved SUDS scheme are to take place unless first submitted to and approved in writing by the Council as Planning Authority. The scheme shall be implemented as approved.

Reason: In the interests of aircraft safety.

17. Prior to the commencement of development details of landscape planting and fencing along the boundaries with the trunk road shall be submitted for the approval of the Council as Planning Authority in consultation with Transport Scotland.

Reason: To minimise the risk of pedestrians and vehicles gaining uncontrolled access to the trunk road with the consequential risk of accidents and also to provide adequate environmental screening.

18. An Air Quality Impact Assessment shall be submitted along with the detailed masterplan.

Reason: In order to fully consider air quality impacts resulting from the design.

19. Prior to development commencement of development, a pedestrian and cycle over-bridge over the Bypass shall be constructed between the site and Edinburgh Park.

Reason: In order to ensure satisfactory pedestrian and cycle connectivity to the city and public transport including tram.

20. Prior to development commencement of development, a bus route capable of accommodating double-decker buses over the Bypass shall be constructed between the site and Edinburgh Park.

Reason: In order to ensure the road infrastructure is sufficient to enable satisfactory public transport to access the site.

21. Prior to development commencement of development such works necessary to facilitate vehicular movements at Gogar Station Road and adjoining roads in the vicinity of the banking headquarters shall be implanted. These works include works to the road and to signals on it.

Reason: In order to ensure satisfactory vehicular accessibility is achieved at this location.

### **Informatives**

It should be noted that:

This application shall be notified to Scottish Ministers

- 1a) Application for the approval of matters specified in conditions shall be made before the expiration of 3 years from the date of the grant of planning permission in principle, unless an earlier application for such approval has been refused or an appeal against such refusal has been dismissed, in which case application for the approval of all outstanding matters specified in conditions must be made within 6 months of the date of such refusal or dismissal.
- b) The approved development shall be commenced not later than the expiration of 3 years from the date of grant of planning permission in principle or 2 years from the final approval of matters specified in conditions, whichever is later.
2. No development shall take place on the site until a 'Notice of Initiation of Development' has been submitted to the Council stating the intended date on which the development is to commence. Failure to do so constitutes a breach of planning control, under Section 123(1) of the Town and Country Planning (Scotland) Act 1997.
3. As soon as practicable upon the completion of each phase of the development of the site, as authorised in the associated grant of permission, a 'Notice of Completion of Development' must be given, in writing to the Council.
4. **LEGAL AGREEMENT:** Consent shall not be issued until a suitable legal agreement, including those requiring a financial contribution payable to the City of Edinburgh Council, has been concluded in relation to transport infrastructure.

This shall secure funds necessary to implement a bus route capable of accommodating double-decker buses across the Bypass including funds necessary for the purchase of any land necessary to facilitate this, as well as funds necessary to implement a pedestrian and cycle over-bridge across the Bypass including funds for the purchase of any land necessary to facilitate this. These funds shall be secured prior to occupation of the first dwelling within the development.

The legal agreement shall also secure necessary funds and / or measures to implement other measures of the Council's East of Millburn Transport Appraisal including:

- The Transport mitigation measures set out in the Council@s East of Millburn Tower Transport Appraisal dated January 2015 shall be identified in the Masterplan phasing plan and trigger points agreed :
- Upgrades to Gogar Station Road – including widening the rail and burn overbridges.
- The introduction of shuttle traffic signals on Gogar Station Road where the road crosses the Gogar Burn to the south of the site and in close proximity to Daltons Scarp Yard
- Improvements to the A71 Hermiston Park and Ride roundabout
- Contributions of a scale representative of transport impact towards improvements to the A8 corridor as identified in the wider transport infrastructure studies.
- Provision of a segregated pedestrian link to the Edinburgh Gateway/tram interchange

The legal agreement should be concluded within 6 months of the date of this notice. If not concluded within that 6 month period, a report will be put to committee with a likely recommendation that the application be refused.

5. LEGAL AGREEMENT: Third party agreement shall be met with RBS regarding improvement works and access to signal control

- 6 LEGAL AGREEMENT: Consent shall not be issued until a suitable legal agreement has been concluded in relation to tram contributions.

The legal agreement should be concluded within 6 months of the date of this notice. If not concluded within that 6 month period, a report will be put to committee with a likely recommendation that the application be refused.

7. A detailed assessment of Daylight Privacy and Sunlight shall be required to accompany each AMC application for residential development.

8. LEGAL AGREEMENT: Consent shall not be issued until the applicant has entered into a suitable legal agreement to ensure that affordable housing is provided in accordance with Council policy.

9. LEGAL AGREEMENT: Consent shall not be issued until a suitable legal agreement has been concluded to make a financial contribution to Children and Families to alleviate school accommodation pressures in the local catchment area.

10. Obstacle lights shall be placed on cranes or other construction equipment to be used in the development. The obstacle lighting scheme shall be implemented for the duration of the construction period. These obstacle lights must be steady state red lights with a minimum intensity of 200 candelas. Periods of illumination of obstacle lights, obstacle light locations and obstacle light photometric performance must all be in accordance with the requirements of 'CAP168 Licensing of Aerodromes' (available at [www.caa.co.uk/srg/aerodrome](http://www.caa.co.uk/srg/aerodrome)).

11. The development is close to the aircraft taking off from or landing at the aerodrome. Lighting schemes required during construction and for the completed development shall be of a flat glass, full cut off design, mounted horizontally, and shall ensure that there is no light spill above the horizontal.

12. Prior to the demolition of any buildings in the site, or any tree felling, further ecological survey including bat surveys will be required.
13. Prior to the submission of an AMC application the applicant shall seek agreement of Scottish Water regarding disposal of foul water.
14. The scheme for protecting the residential development hereby approved and existing from noise shall
15. Transport measures required within the site include:

Full details of the delivery of a bus through the site shall be submitted and approved in writing by the Council as Planning Authority and shall be delivered in phase 1 of the development. The route shall accommodate a double-decker bus.

The Masterplan shall accommodate the requirement as set out in LDP appraisal regarding upgrades to Gogar Station Road – including widening the rail and burn overbridges. The introduction of shuttle traffic signals on Gogar Station Road where the road crosses the Gogar Burn to the south of the site and in close proximity to Daltons Scarp Yard

The masterplan shall include the provision of parallel cycle route through the development site.

### **Motion 1**

To delete the following conditions numbered 19 and 20:-

19. Prior to development commencement of development, a pedestrian and cycle over-bridge over the Bypass shall be constructed between the site and Edinburgh Park.

Reason: In order to ensure satisfactory pedestrian and cycle connectivity to the city and public transport including tram.

20. Prior to development commencement of development, a bus route capable of accommodating double-decker buses over the Bypass shall be constructed between the site and Edinburgh Park.

Reason: In order to ensure the road infrastructure is sufficient to enable satisfactory public transport to access the site.

- moved by Councillor Balfour, seconded by Councillor Howat

### **Amendment 1**

To retain conditions 19 and 20 as detailed above.

- moved by Councillor Burgess, seconded by Councillor McVey

### **Voting**

For the motion:                    9 votes  
For the amendment:            3 votes

### **Decision**

To delete conditions 19 and 20



## **Motion 2**

To delete the following condition number 21

21. Prior to development commencement of development such works necessary to facilitate vehicular movements at Gogar Station Road and adjoining roads in the vicinity of the banking headquarters shall be implanted. These works include works to the road and to signals on it.

Reason: In order to ensure satisfactory vehicular accessibility is achieved at this location.

- moved by Councillor Mowat, seconded by Councillor Lunn

## **Amendment 2**

To retain condition 21 as detailed above

- moved by Councillor Perry, seconded by Councillor Child

## **Voting**

For the motion: 8 votes

For the amendment: 4 votes

## **Decision**

To delete condition 21

## **Deliberation by Sub-Committee Members**

- 1.55 During deliberation of the conditions, informatives and legal agreements the Sub-Committee agreed the following amendments

- 1.56 Informative 4 delete paragraph 2 detailed below

This shall secure funds necessary to implement a bus route capable of accommodating double-decker buses across the Bypass including funds necessary for the purchase of any land necessary to facilitate this, as well as funds necessary to implement a pedestrian and cycle over-bridge across the Bypass including funds for the purchase of any land necessary to facilitate this. These funds shall be secured prior to occupation of the first dwelling within the development.

and amend bullet point 6 to read

- To explore the provision of a segregated pedestrian link to the Edinburgh Gateway/tram interchange

- 1.57 Delete the following informatives numbered 5, 14 and 15

- 5 LEGAL AGREEMENT: Third party agreement shall be met with RBS regarding improvement works and access to signal control

14. The scheme for protecting the residential development hereby approved and existing from noise shall

- 15 Transport measures required within the site include:

Full details of the delivery of a bus through the site shall be submitted and approved in writing by the Council as Planning Authority and shall be

delivered in phase 1 of the development. The route shall accommodate a double-decker bus.

The Masterplan shall accommodate the requirement as set out in LDP appraisal regarding upgrades to Gogar Station Road – including widening the rail and burn overbridges. The introduction of shuttle traffic signals on Gogar Station Road where the road crosses the Gogar Burn to the south of the site and in close proximity to Daltons Scarp Yard

The masterplan shall include the provision of parallel cycle route through the development site.

## For Decision/Action

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- 2.1 The Council is asked to consider the recommendation of the Development Management Sub-Committee to grant planning permission in principle subject to the conditions, informatives and legal agreements as detailed below, and notification to Scottish Ministers.

### Conditions

1. No development shall take place until a detailed Masterplan for the whole site has been approved in writing by the Council as Planning Authority. The Masterplan shall include a plan identifying individual sub-sites and phasing. Council as Planning Authority Hereafter, reference to sub-sites in subsequent conditions relates to the identified sub-sites within this phasing plan.

Reason : In order to secure an integrated layout and satisfactory urban design for the site as a whole.

2. a) No development shall commence until full details of the flood prevention measures (including any diversion of the Gogar Burn) have been approved by the Council as Planning Authority in consultation with SEPA. This shall include full details of the proposed realigned Gogar Burn channel, the proposed enhanced storage area and the proposals for managing the risk of flooding from the Lesser Mill Burn at the later planning stages.
- b) The flood prevention measures shall be implemented in full prior to the occupation of the first dwelling.

Reason: In order to ensure satisfactory water management within the site.

3. No residential unit shall be occupied until the poultry farm use has ceased and the operational land and buildings related to the poultry farm have been decommissioned.

Reason: In the interests of human health and amenity.

4. Before any work on a site which forms part of an identified sub-site development plot is commenced details of the undernoted matters shall be submitted to and approved in writing by the Council as Planning Authority; the submission shall be in the form of a detailed layout of the site within the relevant development plot.

Approval of matters

- Height, massing, siting and ground floor levels within the Masterplan approved by condition 1.
- Design and external appearance of all buildings, roof form, open space, public realm and other structures;
- All operational aspects of open space and public realm including the incorporation of the diverted Gogar Burn – note All development shall be placed outside the predicted 200 year plus climate change flood extent for the 25% culvert blockage scenario.
- Existing and finished site and floor levels in relation to Ordnance Datum;
- Roads, footways, cycleways, servicing and layout of car parking and cycle parking provision in accordance with standards agreed within the Masterplan;
- Amendments of any treatment to adopted roads and footways;
- Signing of pedestrian and cycle access routes to/from and through the development;
- Surface water management, drainage arrangements, SUDs proposals and SUDs maintenance plan;
- All operational aspects of the commercial and business uses including details of servicing arrangements, opening hours, all external plant, machinery and/or ventilation, hours of deliveries and collections;
- Waste management and recycling facilities;
- External lighting, including floodlighting and street lighting arrangements for the development;
- Site investigation/decontamination arrangements;
- Ecological studies including mitigation works to protect against any damage to protected species, bats, otters and badgers

#### Landscaping

- Detailed soft and hard landscaping plan and levels
- A schedule of all plants to comprise species, plant size and proposed number and density
- Inclusion of hard and soft landscaping details including tree removal
- Landscape management plan including schedule for implementation and maintenance of planting scheme
- Any boundary treatments, including noise barriers
- A method statement for the treatment of invasive non-native species such as Giant Hogweed

Reason: In order to secure a satisfactory design.

5. The trees on the site shall be protected during the construction period by the erection of fencing, in accordance with clause 2 of BS 5837:2012 " Trees in relation to design, demolition and construction".

Reason: In order to ensure adequately protect trees within the site.

6. Construction details, specification, including trade names where appropriate, of all proposed external materials shall be submitted to and approved in writing by the Council as Planning Authority before work is commenced on a site; note: sample panels of the materials are to be erected and maintained on a site for an agreed period during construction.

Reason: In order to consider these matters in more detail.

7. 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 Council as Planning Authority, 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 remedial and/or protective measures, including their programming, must be submitted to an approved in writing by the Council as Planning Authority.

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 Council as Planning Authority.

Reason: In the interests of human health.

8. No development shall take place until a scheme for protecting the residential development hereby approved and existing from noise from the road and commercial noise (existing and proposed) has been submitted to and approved in writing by the Council as Planning Authority (which shall as necessary consult with Transport Scotland in relation to trunk roads in relation to this). All works which form part of the approved scheme shall be completed to the satisfaction of the Council as Planning Authority before any part of the development is occupied.

Reason: In the interests of human health and amenity.

9. Class 1 Retail hours of operation including servicing and deliveries require to be agreed at the Approval of Matters in Conditions (AMC) stage.

Reason: In the interests of amenity.

10. Retail floor space requires to be agreed at the Approval of Matters in Conditions (AMC) stage.

Reason: In order to protect the vitality and viability of existing town centres.

11. No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work ( excavation, field walking and metal detecting, reporting and analysis and publication) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Council as Planning Authority.'

The work must be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological works and for the archiving and appropriate level of publication of the results lies with the applicant.

Reason: In the interests of archaeological heritage.

12. Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Council as Planning Authority. The submitted plan shall include details of:

- monitoring of any standing water within the site temporary or permanent
- sustainable urban drainage schemes (SUDS) - Such schemes shall comply with Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage schemes (SUDS) (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).
- management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design'
- reinstatement of grass areas
- maintenance of planted and landscaped areas, particularly in terms of height and species of plants that are allowed to grow
- which waste materials can be brought on to the site/what if any exceptions e.g. green waste
- monitoring of waste imports (although this may be covered by the site licence) physical arrangements for the collection (including litter bins) and storage of putrescible waste, arrangements for and frequency of the removal of putrescible waste
- signs deterring people from feeding the birds.

The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Council as Planning Authority.

Reason: In the interests of aircraft safety.

13. The Bird Hazard Management Plan must ensure that flat/shallow pitched roofs be constructed to allow access to all areas by foot using permanent fixed access stairs ladders or similar. The owner/occupier must not allow gulls, to nest, roost or loaf on the building. Checks must be made weekly or sooner if bird activity dictates, during the breeding season. Outside of the breeding season gull activity must be monitored and the roof checked regularly to ensure that gulls do not utilise the roof. Any gulls found nesting, roosting or loafing must be dispersed by the owner/occupier when detected or when requested by Edinburgh Airport Airside Operations staff. In some instances it may be necessary to contact Edinburgh Airport Airside Operations staff before bird dispersal takes place. The owner/occupier must remove any nests or eggs found on the roof.

The breeding season for gulls typically runs from March to June. The owner/occupier must obtain the appropriate licences where applicable from Scottish Natural Heritage before the removal of nests and eggs.

Reason: In the interests of aircraft safety.

14. Height Limitation on Buildings and Structures: No building or structure of the development hereby permitted shall exceed 25m AGL.

Reason: In the interests of aircraft safety.

15. No development shall take place until full details of soft and water landscaping works have been submitted to and approved in writing by the Council as Planning Authority, details must comply with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping & Building Design' (available at <http://www.aoa.org.uk/operations-safety/>). These details shall include:

- any earthworks
- grassed areas

- the species, number and spacing of trees and shrubs
- details of any water features
- drainage details including SUDS - Such schemes must comply with Advice Note 6 'Potential Bird Hazards from Sustainable urban Drainage Schemes (SUDS) (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).
- others that you or the Authority may specify and having regard to Advice Note 3: Potential Bird Hazards from Amenity Landscaping and Building Design and Note 6 on SUDS].

No subsequent alterations to the approved landscaping scheme are to take place unless submitted to and approved in writing by the Council as Planning Authority. The scheme shall be implemented as approved.

Reason: In the interests of aircraft safety.

16. Development shall not commence until details of the Sustainable Urban Drainage Schemes (SUDS) have been submitted to and approved in writing by the Council as Planning Authority. Details must comply with Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage Schemes (SUDS). The submitted Plan shall include details of:

- Attenuation times
- Profiles & dimensions of water bodies
- Details of marginal planting

No subsequent alterations to the approved SUDS scheme are to take place unless first submitted to and approved in writing by the Council as Planning Authority. The scheme shall be implemented as approved.

Reason: In the interests of aircraft safety.

17. Prior to the commencement of development details of landscape planting and fencing along the boundaries with the trunk road shall be submitted for the approval of the Council as Planning Authority in consultation with Transport Scotland.

Reason: To minimise the risk of pedestrians and vehicles gaining uncontrolled access to the trunk road with the consequential risk of accidents and also to provide adequate environmental screening.

18. An Air Quality Impact Assessment shall be submitted along with the detailed masterplan.

Reason: In order to fully consider air quality impacts resulting from the design.

### **Informatives**

It should be noted that:

1. a) Application for the approval of matters specified in conditions shall be made before the expiration of 3 years from the date of the grant of planning permission in principle, unless an earlier application for such approval has been refused or an appeal against such refusal has been dismissed, in which case application for the approval of all outstanding matters specified in conditions must be made within 6 months of the date of such refusal or dismissal.

- b) The approved development shall be commenced not later than the expiration of 3 years from the date of grant of planning permission in principle or 2 years from the final approval of matters specified in conditions, whichever is later.
2. No development shall take place on the site until a 'Notice of Initiation of Development' has been submitted to the Council stating the intended date on which the development is to commence. Failure to do so constitutes a breach of planning control, under Section 123(1) of the Town and Country Planning (Scotland) Act 1997.
3. As soon as practicable upon the completion of each phase of the development of the site, as authorised in the associated grant of permission, a 'Notice of Completion of Development' must be given, in writing to the Council.
4. LEGAL AGREEMENT: Consent shall not be issued until a suitable legal agreement, including those requiring a financial contribution payable to the City of Edinburgh Council, has been concluded in relation to transport infrastructure. The legal agreement shall also secure necessary funds and / or measures to implement other measures of the Council's East of Millburn Transport Appraisal including:
- The Transport mitigation measures set out in the Council's East of Millburn Tower Transport Appraisal dated January 2015 shall be identified in the Masterplan phasing plan and trigger points agreed :
  - Upgrades to Gogar Station Road – including widening the rail and burn overbridges.
  - The introduction of shuttle traffic signals on Gogar Station Road where the road crosses the Gogar Burn to the south of the site and in close proximity to Daltons Scarp Yard
  - Improvements to the A71 Hermiston Park and Ride roundabout
  - Contributions of a scale representative of transport impact towards improvements to the A8 corridor as identified in the wider transport infrastructure studies.
  - Explore the provision of a segregated pedestrian link to the Edinburgh Gateway/tram interchange
- The legal agreement should be concluded within 6 months of the date of this notice. If not concluded within that 6 month period, a report will be put to committee with a likely recommendation that the application be refused.
- 5 LEGAL AGREEMENT: Consent shall not be issued until a suitable legal agreement has been concluded in relation to tram contributions. The legal agreement should be concluded within 6 months of the date of this notice. If not concluded within that 6 month period, a report will be put to committee with a likely recommendation that the application be refused.
6. A detailed assessment of Daylight Privacy and Sunlight shall be required to accompany each AMC application for residential development.
7. LEGAL AGREEMENT: Consent shall not be issued until the applicant has entered into a suitable legal agreement to ensure that affordable housing is provided in accordance with Council policy.

8. LEGAL AGREEMENT: Consent shall not be issued until a suitable legal agreement has been concluded to make a financial contribution to Children and Families to alleviate school accommodation pressures in the local catchment area.
9. Obstacle lights shall be placed on cranes or other construction equipment to be used in the development. The obstacle lighting scheme shall be implemented for the duration of the construction period. These obstacle lights must be steady state red lights with a minimum intensity of 200 candelas. Periods of illumination of obstacle lights, obstacle light locations and obstacle light photometric performance must all be in accordance with the requirements of 'CAP168 Licensing of Aerodromes' (available at [www.caa.co.uk/srg/aerodrome](http://www.caa.co.uk/srg/aerodrome) ).
10. The development is close to the aircraft taking off from or landing at the aerodrome. Lighting schemes required during construction and for the completed development shall be of a flat glass, full cut off design, mounted horizontally, and shall ensure that there is no light spill above the horizontal.
11. Prior to the demolition of any buildings in the site, or any tree felling, further ecological survey including bat surveys will be required.
12. Prior to the submission of an AMC application the applicant shall seek agreement of Scottish Water regarding disposal of foul water.

## Background reading/external references

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Development Management Sub-Committee 16 May 2016

### **Kirsty-Louise Campbell**

Interim Head of Strategy and Insight

Contact: Stephen Broughton, Committee Services

Email: [stephen.broughton@edinburgh.gov.uk](mailto:stephen.broughton@edinburgh.gov.uk) | Tel: 0131 529 4261

## Links

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**Coalition pledges**

**Council outcomes**

**Single Outcome Agreement**

**Appendices**                      Appendix 1 – report by the Head of Planning and Transport



# Development Management Sub Committee

**Monday 16 May 2016**

## **Application for Planning Permission in Principle 15/04318/PPP**

**At Land 1000 Metres NW SW And West Of Hermiston  
Junction M8, Gogar Station Road, Edinburgh**

**Proposed residential development, local centre (including Class 1, Class 2 and Class 3 uses), community facilities (including primary school and open space), green network, transport links, infrastructure, ancillary development and demolition of buildings.**

|                      |              |
|----------------------|--------------|
| <b>Item number</b>   | 3.1(b)       |
| <b>Report number</b> |              |
| <b>Wards</b>         | A01 - Almond |

## **Summary**

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The proposed residential development with local retail centre, community facilities and green network would provide 1350 dwellings in the west of the city, at a time when there is an identified need for new housing.

The proposed Edinburgh Local Development (LDP) is currently under examination with the examination report expected by mid to late June 2016. As noted by Planning Committee in May 2015, this report will be binding on the Council. The applicant has made representations to the examination process which promote this site for development. Therefore, the merits of this site are being considered alongside those allocated in the proposed LDP by the reporter.

Notwithstanding that the LDP examination report is expected shortly, a decision is sought by the applicant at this time. It is a requirement of planning legislation that decisions on planning applications are provided. Therefore this report is brought forward to enable a decision to be made. It should be noted that if members are

mind to grant planning permission, the Scottish Ministers require that the application be notified to them. This is in view of the proposed development's potential effects on the statutory work undertaken by the adjacent Science and Advice for Scottish Agriculture (SASA) establishment.

The application is for planning permission in principle, and so, if planning permission in principle were to be granted, the site would be subject to AMC applications. The application is supported by a range of information which enables assessments to be made of impacts and likely impacts of the development. In respect of matters such as flood prevention, impact on listed buildings, density, location of services, affordable housing, impacts on views, biodiversity, archaeology, neighbouring amenity and future amenity and phasing the proposal would be acceptable subject, to appropriate conditions and / or approvals at AMC stage. In relation to this, it should be noted that the impacts of some site constraints, such as noise, flood prevention and landscape, may mean that the area that can be developed could be smaller than that currently proposed by the applicant.

The Edinburgh Green Belt has been in place since 1957 and has helped shape the development strategy for Edinburgh and the Lothians. It has successfully contained urban areas and maintained their separation. Development on this site would undermine the greenbelt effectiveness and the loss of the rural open character to urban character would damage this candidate Special Landscape Area. The proposed development is therefore contrary to the adopted Rural West Edinburgh Local Plan (as Altered 2011), in particular policy E5: Development in the Green Belt and Countryside Areas. The development of the site for residential and mixed use developments is not supported by the Second Proposed Local Development Plan (ELDP) and is contrary to the provisions of ELDP Policy ENV10: Development in the Green Belt and Countryside.

There is a five year effective housing land supply. Within the Council's area, there is land with planning support (allocated in plans and / or with planning permission) and free of planning constraints for around 30,000 homes. This includes sites in the proposed LDP but not the application site. This means that the site is not required to meet housing land need.

The applicant argues the site contributes to sustainable development because it is located next to a number of bus, train and tram stops and proximity to existing employment areas (Edinburgh Park) and retail centre (the Gyle Shopping Centre). On plan this would appear to be the case. There are major barriers to these facilities however, in the form of the A8 and the City Bypass. These mean that the site is not well connected for pedestrians or cyclists. Pedestrians would have to use underpasses under the Bypass to get to Edinburgh Park. These would not create a safe and pleasant place.

A significant portion of the measures identified by the East of Millburn Transport Appraisal are not included with the application. The applicant has indicated an unwillingness to enter into an agreement to secure a bridge over the Bypass for example. The lack of measures necessary to mitigate transport impacts, particularly those that promote active travel and public transport use, means that the development will result in an unacceptable level of car use. The development would be contrary to the Council's Local Transport Strategy with respect to new development (Para 8.5). It would fail to accord with SPP's guiding principles and would not contribute to sustainable development. Additional vehicular traffic would be likely to worsen air quality within the area.

As noted above, in relation to the Local Development Plan, the outcome of the examination process is awaited. In May 2015, the Planning Committee amended the proposed response to the LDP examination via a decision known as the Capital Coalition Motion. This stated that the "Council sees merit in the representation promoting the land within the West Edinburgh Strategic Development Area known as East of Millburn Tower as a housing allocation and note that it has a potential capacity of 1320 units". It was advised that the land East of Millburn Tower could be allocated in lieu of/ or to take capacity of other proposed Local Development Plan Sites. Full details of the motion can be viewed at:

[http://www.edinburgh.gov.uk/download/meetings/id/47112/capital\\_coalition\\_motion](http://www.edinburgh.gov.uk/download/meetings/id/47112/capital_coalition_motion)

The Motion, while seeing the merit in the site, did not result in the site being included in the proposed LDP.

The granting of planning permission in this instance would prejudice the emerging local development plan. The development proposed is so substantial, and its cumulative impacts so significant, that the grant of planning permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to the emerging plan. In this instance 'prematurity', as is the case at Cammo Walk and Craigs Road, is considered relevant, particularly so given that the report of examination into the Second Proposed LDP is due to be published by mid to late June 2016.

The granting of planning permission in principle for this site does not prevent the examination report from excluding this site from the Local Development Plan. At the same time, the examination report could include all the sites currently included with the proposed LDP. If this were to happen, there would be no substitution of sites as put forward in the Coalition Motion. This means there would be a cumulative impact on the city's infrastructure over and above that required for its effective growth. In short, this could mean more traffic than necessary on nearby roads and additional pressure on the education infrastructure.

In summary, the development is significantly contrary to the development plan, particularly in respect of green belt. The site is not needed to contribute to the five year effective housing land supply. The transport impacts of the development are not adequately resolved, meaning that the occupants of the development may be car dependent and there would be adverse impacts on the existing transport infrastructure in the area, for example, because of more congestion. The development would be prejudicial to the examination report of the Edinburgh Local Development Plan and is, as a result, premature.

It is recommended that planning permission is refused subject to referral to Council.

## Links

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### [Policies and guidance for this application](#)

LPRW, RWE1, RWE2, RWE3, RWE4, RWE5, RWE6, RWE7, RWE8, RWE14, RWE15, RWE16, RWE18, RWE19, RWE20, RWE22, RWE23, RWE27, RWE30, RWE31, RWE32, RWE34, RWE41, RWE42, RWE45, RWE46, RWE50, RWE52, RWH2, RWH5, RWH6, RWH7, RWH9, RWH11, RWTRA1, RWTRA2, RWTRA3, RWTRA4, RWR4, LDPP, PLDP01, PLDP02, PLDP06, PLDP07, PLDP08, PLDP09, PLDP10, PLDP11, PLDP12, PLDP13, PLDP14, PLDP16, PLDP21, PLDP25, PLDP26, PLDP27, PLDP28, PLDP29, PLDP30, PLDP33, PLDP34, PLDP38, PLDP39, PLDP40, PLDP51, PLDP52, PLDP53, PLDP54, PLDP56, PLDP60, PLDP72, PLDP73, PLDP74, PLDP77, PLDP78, PLDP87, PLDP64, NSDCAH, NSGD02, NSG,

# Report

## **Application for Planning Permission in Principle 15/04318/PPP**

**At Land 1000 Metres NW SW And West Of Hermiston  
Junction M8, Gogar Station Road, Edinburgh  
Proposed residential development, local centre (including  
Class 1, Class 2 and Class 3 uses), community facilities  
(including primary school and open space), green network,  
transport links, infrastructure, ancillary development and  
demolition of buildings.**

### **Recommendations**

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- 1.1 It is recommended that this application be Refused subject to referral to Council for the reasons below.

### **Background**

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#### **2.1 Site description**

The site lies to the western edge of the city, immediately beyond the A720 Edinburgh City Bypass. The A8 runs to the north and the Glasgow to Edinburgh via Falkirk mainline railway to the south. The site's western boundary is Gogar Station Road, excluding land associated with the Millburn Tower and Gardens and the Gogar Park Estate, currently occupied the Royal Bank of Scotland.

The site is approximately 54 ha of land currently, in agricultural use. It is class 2 Prime Agricultural Land with the majority of the site as arable land. The area to the southwest is occupied by the Gogarburn Poultry Farm. The site is relatively flat, sloping gently southwards. There is a strong mature mixed deciduous tree belt running along the western boundary.

The Gogar Burn enters the site from the south and flows west to east across the southern part of the site, before entering a culvert which flows beneath Edinburgh Park and then re-entering the site as an open channel to the north west. The Lesser Mill Burn approaches the site from the west and then turns north and runs along the western boundary of the site, before flowing into Gogar Burn near the north-west boundary of the site.

The principal points of access to the site are from Gogar Station Road lying to the west and the A8 Glasgow Road to the north.

Two underpasses which run beneath the City Bypass connect the site with Edinburgh Park to the east. The northernmost underpass, is approximately 6 metres wide, and is used for maintenance access only. A narrower, second underpass lies to the south, this

provides a footpath/cycle link and also accommodates the Gogar Burn. The Hermiston Gait interchange and M8 lie to the south east of the site.

To the north of the site beyond the A8, lies Edinburgh Tram Depot. This is adjacent to the land associated with the airport. The proposed Edinburgh International Business Gateway lies to the northwest. The south and west of the site is surrounded by agricultural land. To the east of the City Bypass lies Edinburgh Park which has been developed in line with the original Richard Meier Masterplan 1991-1993.

The Edinburgh Park Central Tram stop is located approximately 400 metres (around five minutes walking distance) from the very eastern edge of the site as accessed via the existing pedestrian underpass. There is a Tram stop at Gogarburn to the north approximately 520 metres to the northern edge of the site, if accessed via Gogar Station Road, across the RBS bridge.

A further Tram stop is under construction at Edinburgh Gateway Station, scheduled to open in 2017. This lies approximately 300 metres from the northern edge of the site. Pedestrian access would be across the A8 and the Gogar Roundabout. There are no signalised pedestrian crossings at present.

Edinburgh Park Railway Station lies about a 10-15 minute walk from the eastern and southern parts of the site, via the underpass.

South Gyle Railway Station is located approximately 1.7km walking distance from the eastern edge of the site, via the underpass.

On the western perimeter of the site, Millburn Tower with its garden store, walled gardens and gatepiers is a category B Listed Building (LB ref 27306). The building was listed in 22 January 1971 and is within the setting of an Inventory Garden and Designed Landscape. Millburn Tower, a castellation mansion, was built by William Atkinson between 1806 -1821. At the south entrance from Gogar Station Road, Millburn South Lodge walls and gatepiers are also category listed B (LB ref 27313), also listed on 22 January 1971. The building is a circular plan lodge, thought to be based on a design by BJ Latrobe.

There are three undesignated archaeological assets on the site; two crop marks and one short cist burial. It is recognised that there may be previously unrecorded cultural heritage within the site.

Beyond the application boundary, within the further EIA study area, there are scheduled monuments including the Union Canal, Easter Norton standing stone, and Baberton Mains, 25 listed buildings of which category A listed ones include Gogar Bank House on Gogar Station Road, Castle Gogar with cottage, gatehouse and stables on Glasgow Road, and the Hermiston Conservation Area.

The site is designated as Green Belt in the Rural West Edinburgh Local Plan (RWELP) and the second Proposed Local Development Plan. A sector of the site is identified as an area of importance for flood control. The north eastern corner of the site is identified as a "Hazard Consultation Zone" protecting an underground pipe. The RWELP Proposals Map identifies, non-definitively, a transport proposal/safeguard at the Gogar Roundabout (T14).

The Plan notes that improvements are likely to include an extra lane on the inside of the roundabout and the widening of approaches to the junction. The RWELP defines the extent of a 'Designed Landscape' and two areas of 'Outstanding Landscape Value' that run conterminously with the application site boundary to the west and north-west.

The proposed Local Development Plan (LDP) highlights the nature conservation interest of the Gogar Burn (Policy ENV15: Sites of Local Importance), that runs through the application site in two locations, it identifies two areas of the site as Areas of Importance for Flood Management (Policy ENV21: Flood Protection); one around the Gogar Burn in the northern section and one immediately north and east of an existing poultry farm, that occupies the southern part of the application site. These extents partly differ from those shown on the RWELP as they are based on more up to date flood mapping. The LDP promotes a cycleway/ footpath safeguard at the site (Proposal T8/Policy TRA7 and 8:Public Transport Proposals and Cycle and Footpath Network, respectively).

## 2.2 Site History

27 November 2013 - Proposal of Application (13/04911/PAN) was submitted to Edinburgh City Council and approved in respect of the Edinburgh Garden District Site. The development description was for Residential development, horticultural visitor and education centre (the Calyx), new schools, community facilities, local retail facilities, local Class 2 and Class 3, Class 4, Class 10, Class 11, conference centre, hotel, a sports stadium/arena, sporting facilities, construction training centre, sustainable energy centre, green network, transport links, canal related uses and infrastructure. That site is the subject of unresolved representations to the second proposed Local Development Plan and related to a larger site.

14 May 2015 Capital Coalition Motion

At the meeting of 14 May 2015 into the second Proposed Local Development Plan the "*Council sees merit in the representation promoting the land within the West Edinburgh Strategic Development Area known as East of Millburn Tower as a housing allocation and note that it has a potential capacity of 1320 units*".

It was advised that the land East of Millburn Tower could be allocated in lieu of/ or to take capacity of other proposed Local Development Plan Sites.

Full details can be viewed at:

[http://www.edinburgh.gov.uk/download/meetings/id/47112/capital\\_coalition\\_motion](http://www.edinburgh.gov.uk/download/meetings/id/47112/capital_coalition_motion)

Relevant neighbouring residential proposals

5 June 2015 Appeal dismissed for planning permission in principle application reference 14/01776/PPP for up to 670 unit residential development supported by ancillary mixed uses, including associated works and landscaping (as amended) at Land 345 Metres Southeast Of 18 Cammo Walk, Edinburgh.

4 December 2015 Appeal dismissed for planning permission in principle application reference 14/03502/PPP for the erection of residential development (up to 250 dwellings) with associated transport infrastructure, landscaping and open space at Land 195 Metres South Of West Craigs Cottage 85 Craigs Road, Edinburgh.

## **Main report**

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### **3.1 Description of the Proposal**

The proposal is for planning permission in principal for a residential development, a local centre (including class 1,2 and 3 uses), community facilities (including primary school and open space), green network, transport links, infrastructure, ancillary development and demolition of buildings.

The application includes an indicative development framework which will inform detailed matters to be addressed through future applications for Approval of Matters Specified in Conditions (AMC).

The proposed development is based around the following key elements;

- 10 individual development plots, ranging in size from 1.12ha to 4.66 ha, to accommodate a mixed use including housing at a maximum of four storeys in height;
- A development plot to accommodate a primary school;
- A development plot to accommodate a local centre comprising approx 1,869 square metres of retail space (class1), financial and professional (class 2) and food and drink (class 3) premises;
- The creation of two new vehicular access points into the site from Gogar Station Road and enhanced connectivity to the wider area for cyclists, pedestrians as well as to the public transport network;
- A third access for bus/pedestrian/cycle route, utilising the underpass below the A720 from Edinburgh Park;
- A green network running north to south through site including the re-routing and associated de-culverting of the Gogar Burn;
- A central network of SUDs basins; and
- The retention of trees and the enhancement of boundary landscape edge.

### **Elements of the Proposed Development - as illustrated for planning permission in principle - include the following.**

#### Housing

The application proposes that the site could accommodate up to 1,500 homes, however, the exact number would need to be determined through detailed AMC applications. 25% of the housing provision will be affordable, and a density of development of approximately 55 homes per hectare is proposed. The illustrations show this being delivered as four storey blocks to the east of the site dropping to three storeys in the middle and two storeys on the western boundary.



## Local Centre

This will be a neighbourhood shopping centre in the region of 1,860 square metres (gross) floor space.

## School

A primary school is proposed to accommodate the requirements which will arise from the residential development. The applicant has indicated a willingness to work the design to the requirements of the Council as Education Authority. The illustrations show this located next to the local centre.

## Access

External linkages are proposed for pedestrians and cyclists including linking into existing cycle paths and the creation of new routes through the site.

Vehicular access will be provided through a primary access of a new three arm signalised junction on Gogar Station Road on the western boundary of the site. This will involve the upgrading of the existing shuttle traffic signals located to the immediate south of RBS Gogarburn. A secondary access, of a three arm priority junction, is proposed to the south of the site which will utilise the existing access to Millburn Tower.

In addition to the two vehicular accesses, a third bus only access is proposed from Edinburgh Park, via an upgrade to an existing underpass of the A720.

The site accesses will be linked internally via the following roads:

A development core road is proposed as the main road through the site linking the north and south accesses and will be designed to accommodate bus services through the development. Any future bus only link from Edinburgh Park will connect to the core road.

The residential roads will take access from the development core at frequent locations along the route. They will be 5.5 metres wide with 2 metres footways on each side. Shared surface streets and minor links will provide access to a limited number of houses and link with the main residential streets.

## Green Network

The principal green network is proposed running north to south along the line of the re-routed and de-culverted Gogar Burn. The Burn is proposed as the network's central feature.

The landscape strategy is presented as an indicative development framework which has been developed around a green framework. The applicant's aim is to enhance the site's natural areas of value by providing recreational space, softening the visual impact of development in the surrounding landscape, providing wildlife habitat and enhancing biodiversity, and adding to the character and local distinctiveness of the development.

The application has been accompanied by an Environmental Statement (ES) which was advertised on 9 October 2015 and which considers:

- Landscape and Visual Impact Assessment;
- Access Traffic and Transport;
- Ecology;
- Noise and Vibration;
- Air Quality;
- Ground Condition - Geology, Hydrology, Flood Risk and Drainage; and,
- Cultural Heritage.

The ES was updated in November 2015 and was advertised on 27 November 2015.

The application is accompanied by the following documents:

- Planning Statement;
- Design and Access Statement;
- Tree and Woodland Survey; and,
- Pre application Consultation report.

These documents are available to view on the Planning and Building Standards Online Services.

### **3.2 Determining Issues**

Section 25 of the Town and Country Planning (Scotland) Act 1997 states - Where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.

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?

### **3.3 Assessment**

To address these determining issues, the Committee needs to consider whether:

- a) the principle of the development proposed is acceptable including whether there is an effective housing land supply;
- b) the proposed development is premature;
- c) the proposal will have acceptable transport impacts;
- d) the proposal will detrimentally affect flooding;

- e) the proposal will detrimentally impact upon the setting of a listed building;
- f) the design impacts of the development are acceptable;
- g) the proposal will protect long views;
- h) the proposal will provide acceptable landscape infrastructure;
- i) the proposal will affect the biodiversity of the area;
- j) the proposal will have a detrimental impact upon air quality;
- k) the proposals will preserve and enhance archaeology;
- l) the proposal will impact adversely upon neighbouring sites;
- m) whether the proposal provides adequate amenity for future residents;
- n) the proposal has acceptable phasing of the development - controls required to ensure quality development - completion;
- o) the proposal meets the sustainable standards in the current Edinburgh Design Guidance;
- p) other material planning issues;
- q) the proposals have any equalities or human rights impacts; and
- r) material representations or community council comments raise issues to be addressed.

a) The acceptability of the development in principle

In considering the acceptability of the proposal, regard has to be had to the development plan and other material considerations. The development plan for the area comprises the approved Strategic Development Plan for South East Scotland (SESplan) (June 2013), including Supplementary Guidance on Housing Land (2014), and the adopted Rural West Edinburgh Local Plan (RWELP) (Altered 2011).

In this instance, other material considerations include the emerging Edinburgh Local Development Plan and Scottish Planning Policy.

Rural West Edinburgh Local Plan (RWELP) (Alteration 2011)

The RWELP Proposals Map, as Altered, identifies the application site in its entirety as forming part of the Green Belt. Policy E5 describes the range of uses acceptable in principle within the Green Belt, including those relating to agriculture, horticulture, forestry, countryside recreation and other uses appropriate to the area's rural character. RWELP Policy E7 seeks to protect prime agricultural land. The land is classed by the James Hutton Institute, formerly the Macaulay Land Use Research Institute, as being 'prime agricultural land - class 2'.

The proposal does not comply with the policies of the Rural West Edinburgh Local Plan on Green Belt and protection of Prime Agricultural Land.

The situation with regard to housing land supply has moved on following the adoption of the Strategic Development Plan and its supplementary guidance. This position is outlined below.

### Strategic Development Plan 2013 (SDP) and its Supplementary Guidance

Strategic Development Plan Policy 1A: The Spatial Strategy: Development Locations, outlines the spatial strategy for the SDP area and identifies four Strategic Development Areas (SDAs) in Edinburgh. It requires the Local Development Plan (LDP) to direct further strategic development to these areas. Policy 1A states that "any areas of restraint necessary as a result of environmental and infrastructure constraints will be identified and justified in Local Development Plans." The LDP must follow the principles listed in Policy 1B in arriving at development potential in SDAs. The LDP has also to define green belt boundaries according to policy 12.

In preparation of the SDP and proposed LDP, areas of search for development sites were identified. These included several large areas across South East Scotland that were considered, in whole or part, as potential SDAs. Although the background documents to the SDP and proposed LDP that were used to inform these plans include the application site within the West Edinburgh SDA, it is not in the West Edinburgh SDA as shown in Figure 3 on page 16 of the approved SDP.

Given the SDP requirement for the LDP to direct strategic development taking account of areas of restraint, it is also important to consider what the proposed LDP shows. The site is not identified as a "major new development in SDA" as shown on the spatial strategy summary map on page 6 of the proposed LDP. Part 1, Section 5 of the proposed LDP states that the "LDP strategy focuses the growth of the city on four Strategic Development Areas" and goes on to set out each of the four SDA areas. The West Edinburgh Overview Map is shown on page 51 of the proposed LDP and the site is not within the red line boundary. In this regard, the proposal is contrary to the SDP's spatial strategy, as currently defined.

The SDP allows new housing development to be granted planning permission on greenfield land either within or outwith SDAs, when allocating land in Local Development Plans or in granting planning permission in order to maintain a five year effective housing land supply. SDP Policy 7 describes the circumstances in which this may be acceptable, namely, that development should be in keeping with the character of the existing settlement, that it should not undermine Green Belt objectives and any additional infrastructure required as a result of the development is either committed or to be funded by the developer.

Section 3 and Table 3.2 of the SDP Supplementary Guidance (SG) describes the housing land requirement throughout the SESplan area. The SG notes that the housing land requirement must be consistent with the approved SDP, and in particular the spatial strategy, by prioritising brownfield land and locating additional development within the defined strategic development areas (SDAs) in the first instance. As noted above, the site is not identified for major new development in a SDA, nor is it brownfield.

In the West Edinburgh SDA, the SG identifies an additional allowance to accommodate a further 2,700 units. Outwith SDAs, an additional allowance to accommodate 2,500 units is identified.

SDP Policy 6 states the requirement to maintain five years' effective housing land supply at all times. The supply of land should be sufficient to meet the requirement set out in the supplementary guidance. The policy allows the grant of planning permission for the early release of sites which are either allocated or phased for a later period in the LDP.

Consideration must therefore be given to whether the proposed LDP allocates sufficient land for housing and whether there is an effective housing land supply. These matters are assessed below.

### Second Proposed Edinburgh Local Development Plan (LDP)

The Second Proposed Local Development Plan (LDP), and the Council's response to representations made to the LDP were approved by the Planning Committee in May 2015 and submitted by Scottish Ministers for Examination. The Second Proposed LDP allocates land to meet strategic housing land requirements described in the SDP Supplementary Guidance on Housing Land. This land, which is sufficient to meet those needs, does not include the application site. In relation to sites outwith the SDA, the LDP promotes other sites, including sites at South Queensferry and Currie.

The representations include one on behalf of the applicant promoting the application site, as part of a larger site, for mixed use and housing development. Other representations from individuals and a community group also support the site, in preference to the allocation in the Second Proposed LDP at Cammo. One representation to the LDP supported the retention of the land in the green belt.

The Planning Committee noted, in May 2015, that the outcomes of the examination are binding on the Council and that the examination will determine the content of the LDP. In considering the Second Proposed LDP, the Committee noted the examination stage provided an opportunity to change the LDP in response to unresolved representations and identified changes that the examination Reporter should consider (the Capital Coalition Motion). The Capital Coalition Motion sees merit in promoting the application site for development based on the removal or reduction of other specified housing sites from the LDP, if the application site was to be allocated in the LDP.

The examination Reporter will come to a view on how best to take forward development in West Edinburgh, taking account of all the representations, including the Council's response to the LDP process. It is anticipated that the examination report will be published by mid to late June 2016.

The Second Proposed LDP Proposals Map identifies the application site as forming part of the Green Belt. Accordingly, development of the site for residential purposes would be contrary to Policy Env 10: Development in the Green Belt and Countryside. The majority of the application site also forms part of the Gogar Special Landscape Area that extends beyond to the west and south. Accordingly, development which would have a significant adverse impact on the special character or qualities of the Special Landscape Area would be contrary to Policy Env 11 - Special Landscape Areas.

In summary, the LDP allocates sufficient land to meet the land supply set out in the SDP and the SG. The proposal is contrary to the LDP in respect of the Env 10 Greenbelt and Countryside policy as well as Policy Env 11 - Special Landscape Areas.

### Five Year Effective Housing Land Supply

There are a number of documents, reports and decisions which are relevant when considering whether there is a five year effective housing land supply. These include PAN 2/2010, the Housing Land Audit 2015 reported to the Planning Committee on 3 December 2015, the 14 December decision by SESplan Joint Committee and the Draft Planning Delivery Advice on housing and Infrastructure (February 2016). These are considered below.

### Planning Advice Note (PAN) 2/2010

The PAN 2/2010 provides guidance to planning authorities on Affordable Housing and Housing Land Audits (HLA). With regard to HLAs, the PAN notes that in order that a five-year ongoing effective land supply is available to meet the identified housing land requirements, planning authorities should carry out regular monitoring of housing completions and the progress of sites through the planning process. This, the PAN advises, can be achieved through the preparation of a housing land audit, carried out annually by the planning authority in conjunction with housing and infrastructure providers. Furthermore, an annual audit is considered important so that it reflects the changing nature of housing markets and market conditions and that the forecasts for estimated house completions over the five year period remain robust and realistic. This guidance is under review and revised guidance was published in February 2016, in draft for consultation purposes.

### CEC Housing Land Audit 2015: Report to 3 December 2015 Planning Committee

On 3 December 2015, Planning Committee considered a report on the Housing Land Audit (HLA) 2015. For the first time, the HLA was presented with a housing land supply commentary. This showed how programmed completions and consequently the 5-year effective land supply fell sharply during the recession even though the overall stock of effective land remained broadly constant.

Within the Council's area, there is land with planning support (allocated in plans and/or with planning permission) and free of planning constraints for around 30,000 homes. This includes the sites in the proposed LDP but not the application site. This compares with a housing land requirement for the period 2009 to 2024 of just over 20,000 units, net of completions since 2009. This large amount of 'effective' housing land is varied in type, size and location. It includes brownfield and greenfield sites and is spread over a range of locations and different tenures and formats of housing.

HLA Table 5 presents a more appropriate way of measuring the effective five-year land supply. It estimates the potential of the land supply based on previously achieved higher completion rates, rather than developers' programmed completions. Levels of up to 200 annual completions per site have been achieved pre-recession, but a figure of 100 is considered a more realistic and reasonable figure. This is the rate of completions on which the audit is based.

HLA Table 5 shows that if all sites were developed using this 'theoretical maximum' measure, i.e. a rate of 100 annual completions, there is sufficient land free of planning and physical constraints for a five-year effective housing land supply.

HLA Table 5 also shows that, on this basis, the effective land supply for the five years to 2020 is 15,601 compared with a requirement of 14,476. The 5-year effective land supply on this measure is 108%. On this basis there is no shortfall in the five-year housing land supply. The theoretical maximum measure is considered appropriate to Edinburgh today - it is not unduly influenced by lower than expected completions rates due in large part to factors unrelated to the availability of unconstrained land, such as marketability.

Assessing the adequacy of the effective land supply using lower levels of completions, based on developer-programmed completions achieved during and emerging from a recession, artificially reduces the supply and increases the scale of additional housing land required. Where there is high availability of unconstrained housing land and completions are driven primarily by wider economic and market factors, the response of releasing additional land is considered inappropriate. On this basis, SDP Policy 6: Housing Land Flexibility is met and Policy 7: Maintaining a Five Year Housing Land Supply does not apply as there is a five-year effective housing land supply in the Council's area.

#### 14 December 2015 decision by SESplan Joint Committee

On 14 December 2015, the SESplan Joint Committee considered this Council's HLA report, schedules and commentary. It noted that "the difficulty in maintaining the 5-year effective supply in Edinburgh is not related to a shortage of unconstrained land in that area."

#### SDP period(s) used to calculate requirement

Previously, the Council has suggested that the 15 year period of the SDP, in relation to housing land supply, should be considered as one period. However, having regard to recent appeal decisions in south east Edinburgh and Balerno, the Council accepts that a five-year effective land supply is needed taking into account the two time periods set out in the SDP. The calculations of the five-year effective land supply, as set out above, are based on the two time periods.

#### Draft Planning Delivery Advice on housing and Infrastructure (February 2016)

The Scottish Government issued the Draft Planning Delivery Advice for consultation in February 2016. The advice is intended to supersede that in Pan 2/2010. The Planning Committee considered the new advice at its meeting of 25 February 2016 and agreed the Council's response to the draft advice. This includes changes to how effective housing land is measured. These changes are generally compatible with the Council's approach as described above. The draft advice therefore provides a greater degree of support for the Council's position that there is now a five year effective housing supply of 108%

The draft advice also sets out new guidance emphasising how infrastructure investment to support housing delivery should be co-ordinated through the development plan process.

### Summary of housing land supply position

In summary, low housing completion rates during and emerging from a major economic recession are an inappropriate measure of whether additional housing land needs to be released. In Edinburgh, in recent years, build rates have been pushed down by factors unrelated to the availability of unconstrained land. In these circumstances, the response of allocating or releasing more land cannot address the underlying problems. It does, however, undermine the city's plan-led development strategy and increase the difficulty of planning for and delivering necessary infrastructure.

The 'theoretical maximum' measure is a much more appropriate way of assessing the potential of unconstrained housing land with planning support. Using this method, there is a five-year effective housing land supply in the Council's area.

As there is an effective housing land supply, the application site is not required to meet the need for housing land.

### Scottish Planning Policy (SPP)

The requirement of SDP Policy 6 that there shall be a five years' effective housing land supply, at all times, is also a requirement of Scottish Planning Policy.

SPP requires planning authorities to ensure a generous supply of land for house building is maintained and that there is always enough effective land for at least five years. Importantly, where a shortfall in the five year effective housing land supply emerges, development plan policies for the supply of housing land will not be considered up-to-date. In such circumstances SPP, paragraphs 32-35: Development Management, are relevant and introduce a presumption in favour of development that contributes to sustainable development as a significant material consideration. In doing so, the SPP notes that decision-makers should also take into account any adverse impacts which would significantly and demonstrably outweigh the benefits when assessed against the wider policies of the SPP. The same principles apply where a development plan is more than five years old.

As set out above, there is a five year effective housing land supply.

The strategic component of the development plan is up-to-date and the RWELP Alteration was adopted less than five years ago (June 2011). However, the LDP component of the development plan has not yet been adopted. It is therefore appropriate to have regard to SPP including paragraph 33 as described above and the considerations set out in paragraph 29.

SPP states that the planning system should support economically, environmentally and socially sustainable places by enabling development that balances the costs and benefits of a proposal over the longer term. The aim is to achieve the right development in the right place; it is not to allow development at any cost.



This means decisions should be guided by the following principles, among others:

- giving due weight to net economic benefit;
- supporting good design and the six qualities of successful places;
- making efficient use of existing capacities of land, buildings and infrastructure, including supporting town centre and regeneration priorities;
- supporting delivery of accessible housing;
- supporting delivery of infrastructure, e.g. transport, education, energy, digital and water;
- supporting climate change mitigation and adaption including taking account of flood risk;
- having regard to the principles for sustainable land use set out in the Land Use Strategy;
- protecting, enhancing and promoting access to cultural heritage, including the historic environment;
- protecting, enhancing and promoting access to natural heritage, including green infrastructure, landscape and the wider environment;
- avoiding over-development, protecting the amenity of new and existing development; and
- considering the implications of development for water, air and soil quality.

It is acknowledged that the development of the site for residential purposes could make a contribution to the city's economy and housing land supply. The potential development of the site however must be considered against the principles referred to above and these are addressed in the assessment below.

#### Conclusion on whether the development is acceptable in principle.

The proposal is not supported by the adopted Altered Rural West Edinburgh Local Plan in that it contravenes policies on Green Belt and Prime Agricultural Land.

While the SDP and its supplementary guidance have updated the requirements for housing land in the west of Edinburgh, the site has remained in Green Belt in the proposed LDP. There is an effective housing land supply. This means that the land is not required for housing. As such, the proposal contravenes LDP policies on Green Belt and Special Landscape Areas as well as the overarching policies of the SDP and SPP in respect of housing land supply as there is no requirement to release the land for housing.

#### b) Prematurity of development

At paragraph 34 the SPP states that where a plan is under review, it may be appropriate in some circumstances to consider whether granting planning permission would prejudice the emerging plan. Such circumstances are only likely to apply where the development proposed is so substantial, or its cumulative effect would be so significant, that to grant planning permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new developments that are central to the emerging plan. Prematurity, the SPP notes will be more relevant as a consideration the closer the plan is to adoption.

The issue of prematurity has been a feature in two recent appeal decisions in west Edinburgh which are material to the consideration of this application, namely those at Cammo Walk and Craigs Road.

Scottish Ministers dismissed an appeal against the non-determination of planning application 14/01776/PPP and refused planning permission for up to 670 dwellings at Cammo Walk in June 2015. In dismissing the appeal Scottish Ministers took the view that in the circumstances of the case there was sufficient prejudice to the proposed Local Development Plan (LDP) that consent should be refused at that time. Scottish Ministers considered that the wider transport infrastructure implications of the proposed LDP, including the cumulative effects of the application proposals and other proposed allocations on transport infrastructure in the West Edinburgh area, had yet to be considered through the LDP examination process. At that time, the commencement of the LDP examination was imminent and the Scottish Ministers did not accept the reporter's overall conclusion that the harm to the emerging LDP was outweighed by the advantages of the scheme (appeal reference: PPA-230-2134). The decision is the subject of judicial review in the Court of Session.

In a second case, an appeal against the refusal of planning application 14/03502/PPP for up to 250 dwellings at Craigs Road (part of LDP Housing Proposal HSG19: Maybury) was dismissed in December 2015, on the grounds that granting planning permission in principle for a small part of one of the sites which may be allocated in the plan would be premature. The Reporter, in arriving at her decision, noted that the issue of infrastructure provision, including that required to serve sites in West Edinburgh, was discussed at the LDP examination hearing sessions [18 & 19 November 2015] and that, even though site HSG 19 is identified in the proposed plan, the Council's Planning Committee had subsequently stated that it sees merit in the representations seeking a reduction in the capacity of this site and also that there is merit in the representation promoting another site (East of Millburn Tower) as a housing allocation. Consequently, she observed, Reporters appointed to examine the LDP proposals and representations might not confirm the allocation of site in the Plan. The Reporter opined that she was mindful of the interconnected nature of the sites in this part of Edinburgh and, in particular, of their infrastructure requirements. Furthermore, she noted that these issues are an important part of the discussions which have taken place at the LDP hearing sessions and will be covered in the report of the examination and concluded that prejudging the issue and granting planning permission in principle for the proposed development at the appeal site at this stage would undermine the plan-making process.

#### Conclusion in relation to prematurity

The granting of planning permission in this instance would prejudice the emerging local development plan. The development proposed is substantial, and its cumulative impacts so significant, that the grant of planning permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to the emerging plan. In this instance 'prematurity', as is the case at Cammo Walk and Craigs Road, is considered relevant, particularly so given that the report of examination in to the Second proposed LDP is due to be published at the end of March 2016.

Furthermore, the granting of planning permission in principle for this site does not prevent the examination report from excluding this site from the Local Development Plan and at the same time including all the sites currently included with the proposed LDP. If this were to happen, there would be a cumulative impact on the city's infrastructure over and above that required for its effective growth. In short, this could mean more traffic than necessary on nearby roads and additional pressure on the education infrastructure.

### c) Transport Impacts

While on plan, the site appears to be well connected to nearby facilities such as bus and tram stops, rail stations, employment areas at Edinburgh Park and the retail centre of the Gyle, the A8 and City Bypass are major barriers. Consequently, the site is not well connected for pedestrians and cyclists.

SPP states that "where a new development or a change of use is likely to generate a significant increase in the number of trips, a transport assessment should be carried out. This should identify any potential cumulative effects which need to be addressed". Cumulative effects are defined as "the effect on the operational performance of transport networks of a number of developments in combination, recognising that the effects of a group of sites, or development over an area may need different mitigation when considered together than when considered individually." In the government guidance on Transport Assessment, which is a supporting document to the SPP, the existing site conditions for any development should consider "any development plan allocations".

In line with the approach set out in SPP, the transport Infrastructure enhancement needs arising from the planned growth set out in the LDP have been assessed by a transport appraisal which accompanies the LDP and informs its Action Programme. The transport impact on the strategic road network is being assessed cumulatively through the Local Development Plan Examination process.

The strategic transport appraisal to support Edinburgh's emerging Local Development Plan (LDP) was undertaken during 2012-2013, with the production of the final report (TA) in March 2013. The TA focused on a number of housing sites to be included in the Proposed LDP in addition to sites identified in previous local plans (Edinburgh City Local Plan and Rural West Edinburgh Local Plan). An addendum was produced in April 2014.

The East of Millburn Tower land was assessed as requested in a decision of the Planning Committee (19 June 2014). Following the outcome of a Flood Risk Assessment the Council estimated that the site had a capacity of 1320 units. This was a mid point estimate used for the purpose of transport assessment of the site. Based on that figure of 1320 units, the Council's East of Millburn Tower Transport Appraisal (January 2015) (EMTTA) identified a number of transport interventions that would be required to accommodate the development.

The EMTTA was reported to Planning Committee on 14 May 2015 as part of the Local Development Plan: Submission to Examination Report. In relation to the EMTTA, the Committee report states:

*It identifies the need for a number of transport infrastructure interventions. In order to achieve adequate public transport penetration of the site, a new bus capable route would need to be formed, potentially crossing over or under the city's bypass. A new pedestrian/cycle bridge over the bypass would also be required, among other measures to facilitate connectivity.*

The measures included the following:

#### *Vehicular Access*

- A number of accesses will be required from Gogar Station Road including access from the south east corner of the site;
- Potential upgrading of RBS access road;

#### *Public Transport*

- Bus - An upgraded vehicular access under / new bridge over the A720 will be required. An upgrade to bus infrastructure will be required with a review of bus stops, and options for bus services to serve the site;
- Train - Enhancements to pedestrian/cycle links with the train/tram interchange at Edinburgh Gateway - a major public transport facility;
- Tram - Pedestrian/cycle links the with tram stop at Edinburgh Park - a significant public transport facility as well as a pedestrian/cycle link with the tram stop at Gogarburn;

#### *Active Travel*

- Provision of a pedestrian/cycle over-bridge to cross the A720 to provide direct access to Edinburgh Park tram stop;
- Improvements to the existing north and south A720 under-passes connecting the site to Edinburgh park;
- upgrading of pedestrian and cycle access at key points around the site;

#### *Travel Plan*

- Implement a travel plan;

#### *Road improvements*

- Provision of enhanced vehicular access across A720 from the site into Edinburgh Park (likely to be restricted to buses, cyclists and pedestrians)
- The widening and upgrading of Gogar Station Road at key points, including at the narrow bridge just south of the RBS site as well as at the railway bridge; and,
- A contribution to the Gogar Junction enhancement scheme.

Whilst the developer's Transport Assessment and addendums do include a number of the mitigation works identified in the Council's appraisal, the majority have not been addressed. For example, the preferred option to provide a transport / cycle / pedestrian link over the bypass has not been included and, instead, the developer proposes to utilise the existing under-pass. This under-pass cannot accommodate a double decker bus.

The applicant has proposed off-site improvements and contributions to support the development which include the following:

- Introduction of shuttle traffic signals on Gogar Station Road where the road crosses the Gogar Burn to the south of the site and in close proximity to the scrapyards;
- Widening of the bridge over the Gogar Burn in the north of Gogar Station Road and upgrading of RBS access arrangements
- Improvements to the A71 Hermiston Park and Ride roundabout;
- Contributions towards transport improvements to the A8 Corridor as identified in the wider transport infrastructure studies. These contributions would be based on the share of the transport impact resulting from the development when measured with the transport impacts from development in the wider area.

The transport mitigation measures proposed by the developer fall significantly short of the measures identified in the Council's East of Millburn Tower Transport Appraisal of January 2015, as set out above.

The approach of the application has been to form access points around existing infrastructure. These are limited in what they can achieve. They do not provide a clear package of measures to enhance connectivity and capacity. The application proposes two main accesses to the development site from Gogar Station Road at points north and south of the Millburn Tower estate. The primary road network would circulate within the development core with an access proposed via the existing under-pass to the east. The application also promotes a bus link through the existing under-pass under the bypass.

The application has been accompanied by a Transport and Access Statement. The technical appendix examines the environmental impact with regards to access, traffic and transport.

The Transport and Access assessment supporting the application predicts that the traffic generated during the operational phase of the development will have an impact on the surrounding road network. To mitigate this impact, the applicants propose to upgrade the A71 Hermiston Park and Ride Roundabout, the Gogar Station Road/RBS access junction and introduce a second set of shuttle signals on Gogar Station Road, where it narrows over the Gogar Burn. The applicant has proposed that contributions will be made to the upgrade of junctions on the wider road network at a level commensurate to the scale and impact at each of these junctions and in line with the LDP and recommendations emerging from the West Edinburgh Transport Study.

Transport Scotland has raised no objection to the proposal as it does not link directly to the trunk road network. Transport Scotland has recommended that the applicant makes an appropriate and proportionate contribution to address the cumulative impact on the strategic transport network and for a related action to be incorporated within the Council's Local Development Plan.

The recommendations from Transport Scotland mirror those identified by the Roads Authority. The LDP examination report is awaited with respect to strategic spatial strategy and cumulative impact. As referred to in section c) of this report in dismissing the appeal for housing at Cammo Walk the reporter found that Scottish Ministers needed to consider the wider transport infrastructure implications of the proposed LDP through the LDP examination process.

Policy TRA 1 of the RWELP states: *"Development proposals with the potential to generate significant levels of personal travel should be located on sites which minimise the need to travel and are easily accessible on foot, by cycle and by existing or planned regular and frequent public transport services. Any such proposals which result in development, which is only readily accessible by private car and would have no reasonable prospect of being served by public transport, will not be permitted."*

The presence of City of Edinburgh Bypass and the Gogar Roundabout in their current form present significant physical barriers to connectivity and offer little opportunity to integrate the site into the city.

The tram route runs to the east of the site on the other side of the bypass, and north of the site on the other side of the A8. The maximum walking distance from a tram stop that the council's tram contribution guidelines indicate contributions will be sought for is 750 metres. Typically, people will walk up to 1km to use rail based public transport. Large parts of the site are poorly connected and lie more than 1km walking distance from public transport routes and as such future residents will be very likely to be car reliant. In the absence of good pedestrian connections the proposal therefore does not satisfy the requirements of policy TRA 1 of RWELP. To overcome this, it is essential to provide a bus route through the site and to ensure the route is connected to the wider road network in such a way that the bus operator will use it.

Gogar Station Road has limited capacity with a number of width restrictions along its length including several narrow bridges. Vehicular access to the A8 is currently west bound only. Eastbound access is possible via the RBS Bridge and internal RBS access roads. This road was built by the RBS under the authorisation of a Roads Construction Consent and, as such, is open for public access. However as it is not an adopted road the Council cannot authorise construction of the mitigation works proposed by the developer for the internal roundabout, including conversion to a signal controlled cross roads. It may be possible to secure these works through legal agreement, however.

Access to the south and connections back to the city are restricted, particularly given the presence of Hermiston Interchange and the remoteness of the A71 Calder Road corridor to the south.

The LDP Transport Assessment recommended that if the site is allocated for housing that the provision of a bus route through the site to Edinburgh Park with a high frequency service to the city is an absolute requirement if the site is to be developed.

The proposal indicates that bus penetration through the site to Edinburgh Park would be through a six meter wide under-pass. It is recognised that this link is unachievable without the support of Edinburgh Park landowners. The under-passes currently present an unattractive physical environment in their current condition. To accommodate and appeal to the residents of the housing development they would require widening and

upgrading and should be complemented by an alternative means of crossing the bypass. The application includes illustrative pedestrian and cycle routes which include the retention of the existing Right of Way running east/west across the site LC33 and the link to the National Cycle Network, LC163. At the AMC stage it would need to be satisfactorily demonstrated that the under-pass can safely accommodate bus, cyclists and pedestrians.

It is envisaged that the under-pass will require modification to accommodate double decker buses to ensure commercial viability of the bus operator. The applicant has advised that they have been in discussions with Lothian Buses regarding the possibility of taking a bus route through the site, however there has been no update on the conclusion to this matter.

The technical assessment indicates that the developer will contribute to the Newbridge and Gogar/Maybury junction mitigation schemes as identified in the Local Development Plan action programme, however there is no coherent analysis that confirms whether additional traffic from the site can be accommodated in the proposed layouts.

The proposal does not include the recommended interventions on Gogar Station Road as per the Council's East of Millburn Tower Appraisal. This is a key cycle route serving the RBS HQ and the Council recently made provision for improved on-road cycle facilities within the existing road width. With the additional development traffic from this site, road widening or provision of a parallel off-road cycle route (through the centre of the site) is considered essential. The applicant will be required to work a cycle route into a Masterplan at the detailed application (AMC) stage.

The proposal does not include measures to link the development to the proposed Edinburgh Gateway train/tram interchange.

In order to achieve safe pedestrian and cycle access and enhance connectivity across the A8 Gogar Roundabout, the applicant will be required to provide an effective link to the Edinburgh Gateway Rail/Tram Interchange. This has not been demonstrated at the PPP stage.

The Roads Authority's initial consultee response was for refusal, principally on the grounds of lack of cumulative transport assessment and lack of clarity regarding the specification for and delivery of the bus route into the site.

Following this response, further Transport studies were undertaken by the applicant and submitted on 15 March 2016 as an addendum to the Transport Assessment. Whilst a number of the Road Authority concerns have been addressed the refusal recommendation by the Roads Authority is maintained. The use of the existing under-pass with no significant alteration, instead of the preferred bridge, to traverse the Bypass is the principal concern. The omission of large parts of the recommended mitigation package, as per the Council's site specific East of Millburn Transport Appraisal, are also cited in the refusal recommendation.

It should be noted that those who made representations to the original planning application were notified of the addendum to the Transport Assessment on 24 March 2016 with 21 days for comments ending on 14 April 2016. Two further letters of representation were received, these upheld their objections to the proposal.

### Conclusion in respect of Transport

The East of Millburn Transport Appraisal is a significant material consideration. The proposal does not provide the interventions identified in it. The proposal could detrimentally impact upon road safety, and would be premature to the findings of the LDP Examination in respect of transport infrastructure.

The proposal is contrary to Rural West Edinburgh Local Plan Policy TRA1 as the site is only readily accessible by private car and cannot accommodate double decker buses linking through the site to Edinburgh Park as the developer does not propose the lowering of the underpass. The proposal is contrary to Rural West Edinburgh Local Plan policy TRA 2 as it will have a significant adverse impact detrimental to road and personal safety and will have an unacceptable impact in terms of air quality.

If Committee is minded to grant planning permission, it is recommended that informatives are added which require a legal agreement to be formed to provide funds necessary to implement a bus route capable of accommodating double decker buses across the Bypass including funds for purchase of any land necessary facilitate this, as well as funds necessary to implement a pedestrian and cycle overbridge across the Bypass, including funds for the purchase of any land necessary to facilitate this. Furthermore, informatives should be added to secure necessary funds to implement other measures of the East of Millburn Transport Appraisal as set out above.

### d) Flooding

Policy E45 of RWELP advises that as a general principle all new residential and business development should be designed to avoid or manage any threat to susceptible properties from a 200 year flood.

Policy ENV21 of the second proposed local development plan sets the criteria for assessing the impact of development on flood protection.

The purpose of the policy is to ensure development does not result in increased flood risk for the site being developed or elsewhere. The site is identified, in parts, as of importance for flood management. The SEPA third generation flood maps show large parts of the site at risk of flooding during a 200 year event. The Local Development Plan advises that it is essential to maintain strict control over development in these areas. The Plan advises that proposals will only be favourably considered if accompanied by a flood risk assessment demonstrating how adequate compensating measures are to be carried out, both on and off the site. It is recognised that in some circumstances, sustainable flood management or mitigation measures may not be achievable.

The application includes a proposed diversion of the Gogar Burn through the centre of the development site, taking it out of the existing long culvert under Edinburgh Park. The new channel has been indicatively designed to contain the 200 year flow.

The applicant has carried out a Flood Risk Assessment (FRA) for the site. A mathematical model of the Gogar Burn and the Lesser Mill Burn was developed and used to predict flood levels throughout the site and the extent of the 200 year flood plain as predicted. The indicative drawings submitted with the application exclude development and drainage features within the floodplain area.



SEPA was consulted on the proposal and initially objected to the proposal on the grounds that the resultant development may place buildings and persons at flood risk contrary to Scottish Planning Policy.

SEPA acknowledges that the proposed realignment of the Gogar Burn through the proposed development site would have environmental benefits and that it would reduce the extent of fluvial flooding on the proposed development site reducing the risk of flooding to Edinburgh Park. SEPA had concerns regarding the technical information submitted with the Flood Risk Assessment (set out in detail in the assessment section). SEPA also objected to the fact that the proposal does not include land requirements for Sustainable Urban Drainage System basins.

Additional modelling was carried out by the applicant indicating the optimal flood storage areas to increase storage capacities. SEPA has come to an agreement with the applicant that further modelling work will be required at the detailed application stage including details of flood storage volume and dimensions to the satisfaction of SEPA, ensuring that the proposal will not give rise to increased flooding downstream. The applicant is advised that more greenspace may be required to accommodate the necessary flood storage and this could impact upon the site development capacity.

SEPA removed its objection on 21 January 2016 on the basis that the proposed new properties will be limited to only those areas outwith the 0.5%AEp (1:200) floodplain but advises of the requirement for more detail on the proposed realigned Gogar Burn Chanel, the proposed enhanced storage area and the proposals for managing the risk of flooding from the Lesser Mill Burn at the later planning stages.

SEPA identifies that the proposed new channel for the Gogar Burn will divert the river over a much shorter length than the existing channel. The channel will be steeper as a consequence of being shorter and the flow velocities faster. Based on the indicative modelling it is identified that the banks of the channel will be steep sided and that this will be difficult for maintenance and will not provide for the best design solution through a future housing development. If the application progresses to detailed stage modifications may be required to ensure a compatibility with the development layout. This could affect the site development capacity.

Flood Prevention does not object to the principle of the land being developed providing that the diversion of the burn is fully constructed prior to the occupation of the first house within the Masterplan. The development should also be placed outside the area identified at risk from flooding, based on the model for 200 floodplain that includes impacts of climate change and culverts at Lochside Avenue, Edinburgh Park and Gogar Station Road being 25% blocked, shown on Figure 20 in the Flood Risk Assessment. Flood Prevention has recommended that conditions should be imposed upon the PPP application to ensure that the applicants undertake discussions of conceptual layouts and implementation techniques with the appropriate statutory consultees prior to detailed design. This will ensure that the concerns raised at PPP stage are able to be fully addressed with best practice implemented from the start of the proposed detailed design.

With regards to foul water, during the consultation process Scottish Water advised SEPA that there is only capacity for ten houses at this site and therefore there is no capacity for the development of 1500 houses, school, commercial areas etc.

On 6th April 2016 Scottish Water advised that there is currently sufficient capacity at the Marchbank Water Treatment Works to service the demands of the proposed development, however a Water Impact Assessment will be required to ensure that the network can supply adequate flow and pressure to the proposed development and existing properties in the area. The applicant would need to secure this requirement with Scottish Water and thereafter provide details of their proposals for foul water with evidence that these proposals can be achieved with the first AMC application. With regards to Wastewater, Scottish Water state that there are currently network issues in the area and a Drainage Impact Assessment will be required to establish if there is sufficient capacity within the existing infrastructure to accommodate the demands from the development. Scottish Water advise that they are unable to reserve capacity and connections to the waste and wastewater networks can only be granted on a first come first served basis.

In conclusion if Committee are minded to grant the proposal the conditions as recommend by Flood Prevention should be imposed.

e) Impact upon the setting of a listed building

Scottish Planning Policy aims to enhance elements of the historic environment whilst supporting sustainable development. Para 140 of SPP advises that siting and design of development should take account of all aspects of the historic environment, including Scheduled Ancient Monuments, Listed buildings and designed gardens and historic landscapes.

Policy E32 of the Rural West Edinburgh Local Plan advises that the setting of a listed building and its features of historic interest should be protected when considering development proposals. Policy Env 3 Listed Buildings - Setting, of the LDP has similar protection.

Millburn Tower, a category B listed building with an Inventory Garden and Designated Landscape, and Millburn South lodge, a category B listed building, bound the site to the west. Millburn Tower is self contained and currently well screened by mature woodland on the boundary of the application site. Millburn Tower and its garden is all that remains of the former 4000 acre Millburn estate which embraced the villages of Kirkliston and Ingliston.

The application proposes a planted buffer along the west side of the development to further screen development from view from the designated landscape.

Historic Environment Scotland has raised no objection but recommend that the proposed planted buffer is increased in size from that proposed and planted with tree species appropriate to the designed landscape. It is considered that this will help both screen new developments in view from the estate and by using similar tree species will help blend the new housing into its landscape setting. In addition it is recommended that planting mitigation ensures that new development is screened from views from the south.

This landscape planting mitigation approach can be accommodated within the site. However, the details will be required to meet with the requirements of aircraft safeguarding. A preliminary meeting between SNH and Edinburgh Airport has concluded that an appropriate landscape strategy could be developed through the site at the detailed application stage. The applicant is supportive of such an approach and may accept a condition to satisfy the landscape mitigation. The applicant is aware that the landscape buffer will encroach upon the development capacity of the site. It is concluded that provided that a suitable landscape buffer is established through the detailed application stage, the proposal will not have a detrimental impact upon the setting of the neighbouring category b listed buildings or the Inventory Garden.

#### f) Design

The application is for planning permission in principle. It is supported with indicated drawings in the Design and Access statement which shows how development could be delivered.

The applicant did not present to the Edinburgh Urban Design Panel.

The Scottish Government Advice Note on Master Planning (PAN 83), advises that development proposals of this scale should be supported by a detailed master plan which sets out how the project will be implemented through a delivery strategy with phasing, timing and funding. Proposals should be developed with communities and organisations which have a stake in an area, to ensure deliverability. The application site has been submitted as having previously being conceived, and subject to public consultation, as the northern spur for a larger "Garden District" proposal. The proposal of application notice (13/04911/PAN) to which this application relates, was submitted showing a larger site that corresponds with that of the "Garden District."

#### Green belt

To the East of the site, the urban edge of the city is currently well defined by the high quality development of Edinburgh Park and its associated landscape and the bypass. The rural and open character of the application site contrasts with the urban nature of this development to the west and therefore reinforces the sense of a defined edge to the city. In relation to green belt, the site is important, in design terms, to enhancing the character, landscape setting and identity of the city. This is a key attribute of green belt set out in SPP.

The development proposal would transform the character of the site from rural to urban/suburban. This would significantly erode the sense of place of the city by diminishing its defined edge and the impression of entry into Edinburgh. In design terms, the proposal is therefore contrary to green belt objectives. This is in addition to the principle of green belt loss set out in section 3.3 a).

#### Accesses

The applicant does not propose an overbridge for pedestrians and cyclists. Instead it is proposed to use the under-passes. In urban design terms, under-passes are generally unattractive for pedestrians and cyclists - particularly at night time. Given the under-pass would provide a route to the tram stop at Edinburgh Park, the unattractiveness of

this route, will mean that people are less likely to use it and, as a consequence, less likely to use the tram. This will mean a greater likelihood of car use. In this regard, the proposal is contrary to Policy Des 7 Layout Design of the LDP in that there is not an integrated approach to the layout of routes and because the route would not be likely to be perceived as safe as an overbridge.

The interface of the eastern side of the development with Edinburgh Park will be challenging. Edinburgh Park has been designed as a business park within a strong landscape structure, grid layout and access routes responding primarily to the occupier demands of the site. The nature of the business uses results in minimal levels of activity during evenings and weekends. The Masterplan of Edinburgh Park, did not anticipate the need to integrate a major westward expansion of the city. The layout, massing and pedestrian connections of Edinburgh Business Park do not respond to the western rural edge, with the scale of development reducing towards the bypass, this edge now being defined by an established landscape buffer.

The Edinburgh Park walkways, whilst segregated from traffic, are of particular configuration and width. The grid system of routes, aligns poorly to the existing under-passes, this resulting in indirect access to key destinations such as the Gyle Centre and the Edinburgh Park Central Tram Stop.

The indicative Masterplan proposes to retain the Rights of Way running east to west through the site LC33 and connecting through the under-pass to the south, LC163.

The Edinburgh Park accesses and walkways are not currently adopted as public highway. Changes would be needed to the legal status and a range of physical enhancements would be required to achieve physical enhancements to pedestrian access. Considerable modifications to the layout would be required were development to the west to be effectively integrated with this area of the city.

Limitations would be posed by the widths and lengths of the existing under-passes. Their current configuration would make them difficult to adapt to form effective and pleasant connections for pedestrians and cyclists.

### Density

The applicant proposes around 1500 dwellings on the site. There are significant constraints to development such as noise from the A8, City Bypass, railway and scrapyard as well as factors like land take required for the burn diversion / flood prevention measures. Landscape would be required to create an attractive edge to the development. These constraints and requirements would reduce the amount of developable land on the site. This means that to achieve the numbers of units sought would require higher density development.

The proposal is a density of 55 dwellings per hectare. This is higher than typical suburban developments which may be in the region of 25 to 35 dwellings per hectare. Four storeys of development along the eastern edge of the site, dropping to three and two storeys towards the west. The Landscape and Visual Impact Assessment (LVIA) of the Environmental statement assumes a height of four storeys across the complete site.

The height of four storeys (around 12 metres) will make the development prominent - particularly on the important and heavily used route of the Bypass. To the east, the bypass sits at 5 metres higher than the site in the south east corner and one metre lower in the north east corner. The level of the bypass therefore rises above the existing level of much of the site. Structural landscape can mitigate the visual impacts of buildings and help provide them with an attractive setting.

It is likely the strip of landscape illustrated between the development and the Bypass would need to be wider to have these positive effects. It should also be noted that landscape will take ten years to achieve the seven metres growth of planting infrastructure illustrated in the LVIA. Until planting becomes established there is potential for development to be highly visible.

### Services

The proposal focuses the local centre with school and retail on the eastern part of the site, close to the existing under-pass. Whilst it is considered that the proposed scale of the development would be large enough to merit local facilities, the rationale for the siting of the local centre has not been fully explored.

Policy H11 of the Rural West Edinburgh Local Plan supports proposals for new community facilities to serve local needs, except where contrary to other local plan objectives. Should planning permission be granted in principle further studies and consultation will be required as to what the local community facilities should be and whether the proposed Local Centre is the right location. For reasons set out in the Transport section 3.3(g) it is considered that the accessibility to that part of the development site is unachievable by public transport.

Further study is required as to how the local centre would function in relation to the existing retail facilities at the Gyle Centre and Hermiston Gait. The siting and requirements of the school has not been explored with the Council's Education service. These are matters that would be specified by condition for consideration at AMC stage.

### Affordable housing

The detailed application will be required to deliver a minimum of 25% affordable housing, this should be dispersed tenure blind throughout the site and will be required to be representative of the development as a whole with regards to design quality, units sizes and open space.

### Noise

The Noise Assessment concludes that Noise mitigation will be required and landscape cannot be fully relied upon to achieve this. Technical studies will be required which may result in the need for acoustic barriers and buffers. The full impact of their visual impact cannot be assessed until detailed siting and layout has been established.

### Flood prevention

The concept of placing the Gogarburn channel in the centre of the site is acceptable. However, it is recognised that, in the absence of detailed technical studies, the housing numbers could be affected by the space required to address the potential river

restoration. Technical advice received advises that the river should meander and maximise its potential for a riffle and pool system to maximise the ecological potential. Current historical map records indicate that the proposal demonstrates insufficient space for the river to develop its full potential and this needs to be examined at a detailed level before a level of development or siting of development can be agreed.

As set out in the flooding assessment section, it is noted that SUDs storage will have to be out with the 1:200 flood plain and the space required needs to be examined at a detailed level and given the same consideration of the river. The space for the development might have to be reduced. The housing layout needs to be closely examined and the relationship with the river carefully considered. SUDs will influence the final site capacity.

### Conclusion

While the proposals are indicative only, it is clear that the development will transform an area of green belt that provides a landscape setting to the city. The strong boundary between the city and the country side would be eroded. In design terms therefore, the proposal undermines a key objective of green belt as set out in Scottish Planning Policy. The proposal would erode the sense of place of the city as a result, contrary to policy Des 1 of the LDP. Similarly the proposal contravenes Policy E6 of the adopted Rural West Edinburgh Local Plan. This states that development should be sited in a location that will minimise its impact and that the character and scale of the proposed development should be in-keeping with nearby traditional buildings and integrated into the rural landscape.

The presence of the bypass forms a significant physical barrier to the east restricting vehicle and pedestrian access back to the city. The proposal does not include measures that would ease integration with the development and the city, such as the pedestrian overbridge. The reliance on under-passes will make walking and public transport use less attractive. This means that, as currently envisaged, it is likely to be poorly connected.

The numbers of units sought mean that there is a likelihood that the built form will result in at least some four storey development. This will make the development visually prominent. To mitigate these effects, a visually strong structural landscape would need to be provided. This is a matter of layout that would be subject to approval of matters specified in condition, if Committee is minded to grant planning permission in principle.

In summary, while the proposals are illustrative, the development as currently proposed, would have adverse design impacts on the landscape setting of the city and as a result of it being poorly connected.

#### g) the proposal will protect the landscape setting of the city

The Edinburgh Green Belt has been in place since 1957 and has helped shape the development strategy for Edinburgh and the Lothians. It has successfully contained urban areas and maintained their separation. The proposed development on this part of the greenbelt would change the character and appearance and would impact into longer views across the site.

Policy E41 of the Rural West Edinburgh local Plan advises that new development will be required to promote high standards of design for all development with careful visual and physical integration with its surroundings, preventing intrusions into the city's landmarks, natural features and skyline. Special attention is required to design quality at gateways and along arterial routes. Landscape buffers should be provided within new development sites to soften the transition.

The existing urban edge is clearly defined by the A8 to the north and to the east by a broad woodland belt along the City Bypass. A new green belt boundary would not compare favourably with the robust physical and visual nature of the existing green belt boundary along the city bypass, which also limits the physical integration of new development within the existing townscape.

The Landscape and Visual Impact Assessment concludes there would be localised residual effects that are minor and would be mitigated by a range of planting types and habitats, and the opportunity to improve the degraded areas of landscape as well as opportunities to strengthen and enhance the wider green network. The mitigation in the supporting documents is indicative only and cannot form part of the assessment of the application. Additionally such an approach will need to be designed to protect aircraft safety.

The LDP Environmental Report (June 2014) assessed the suitability of the site for development and found, due to the site's prominence and role as open farmland, development would adversely affect the landscape setting of the city. Its open farmland establishes a clear contrast to the edge of the built up area to the east and is viewed against the back drop of the city's regional landscape setting of the Pentland Hills. Development would impact adversely on perceptions of Edinburgh and its wider landscape from strategic approach roads on the western edge of the city.

The applicant's Landscape and Visual Assessment does not place the same emphasis as the Council on the site's contribution to the city's landscape setting because it does not give the same weight to the importance of the road network as a strategic route into the city that has a high volume of users. This alters the assessment and results in an adverse effect on these views.

### Conclusion

The site will change from an open agricultural character to become an enclosed urban character. The character of the landscape will be completely altered.

This part of the landscape is designated as Candidate SLA 05 and therefore the loss of the rural open agricultural character would damage this Special Landscape Area.

The loss of the rural character is contrary to Rural West Edinburgh Local Plan policies;

- E5 Development in the Countryside,
- E6 Design and Amenity Criteria for development in the Green Belt and Countryside.
- E8 Areas of Great Landscape Value and AOLQ - the loss of rural setting to AOLQ

- E14 Designed Landscapes - resulting in a loss of rural setting to designed landscape

h) the proposal will provide acceptable landscape infrastructure

The application site is currently bound to the east by a landscape buffer along the bypass and the mature woodland belt and inventory garden along the western boundary. Some woodland felling took place prior to the submission of the application, in the region of the proposed access routes into the site. That felling required consent from the Forestry Commission.

The site is situated within the Greenbelt and the Edinburgh Greenbelt Landscape Character Assessment characterises the site as Settled Farmland. Within Scottish Natural Heritage Landscape review document, the Lothians Landscape Character Assessment, the site and the entire study area lies within the Lowland Plains:Lower Almond Farmlands landscape character type.

Policy E15 of the Rural West Edinburgh Local Plan aims to ensure the survival and retention of healthy mature trees throughout construction and in the proposed layout of buildings.

The Tree and Woodland Survey submitted with the application identifies that the existing tree and woodland framework clearly presents constraints to the development. The interface of the woodland is critical in this respect and it will be essential, not only to protect the edge trees from physical damage during construction works, but also to create a suitable and sustainable relationship between the woodland and adjacent dwellings.

Therefore, should Committee be minded to grant planning permission in principle, at the AMC stage the following details will be required;

Root Protection Area and dwelling stand-off distance will be required to ensure a satisfactory relationship with the established tree buffer. Historic Environment Scotland recommended that the buffer to the historic landscape requires greater width to help blend the new housing into its landscape setting. This can be achieved by condition.

Scottish Natural Heritage met with the landscape consultant for the applicant and CAA to discuss the landscape strategy and ensure that the proposed framework planting can be achieved on the site without resulting in conflict with the CAA Safeguarding of Aerodromes Advice Note 3 - Potential Bird Hazards from Amenity Landscaping and Building Design. An addendum to the Environmental Statement to reflect these requirements was submitted in November 2015.

As a response the proposed woodland has now changed to proposed framework planting. Edinburgh Airport's guidance requires taller (woodland) canopied trees to be planted no closer than 4 metres to avoid potential roosting site for birds. However, in order to address the requirements of the landscape design to create appropriate boundary screening treatments, framework planting will be established which has a reduction in the number of groups of tall trees but includes a range of lower growing, mixed deciduous and coniferous species planted at higher densities.



## Conclusion

Should committee be minded to grant planning permission in principle, an adequate landscape scheme could be achieved through the AMC stage.

### i) the proposal will affect the biodiversity of the area

The Environmental Statement submitted in support of the application considers ecological matters relating to the site comprehensively. It concludes that as the habitats present within the proposed site are mainly of limited ecological value, and use of the proposed site by protective species was relatively low, it is considered unlikely that there would be any significant cumulative effects of the developments on ecology during construction or operation of the site. Appropriate mitigation would be required to be carried out by the contractors through development.

The site includes part of the Gogar Burn, a Site of Importance for Nature Conservation. The proposal to de-culvert and reinstate the Gogar Burn has the potential to enhance the ecological value of the site. Therefore, subject to the final detailed design, the proposal has the potential to satisfy policy E18 of the Rural West Edinburgh Local Plan which seeks appropriate mitigation measures to be incorporated into development to enhance or safeguard the nature conservation interest of the site.

Scottish Natural Heritage raises no objection to the proposal recommending that the impacts on natural heritage could be reduced by well-considered siting and design and detailed environmental mitigation. It advises that the naturalisation of the Gogar Burn is key to securing many of the potential gains for landscape, biodiversity and amenity that may arise from the proposal. SNH has met with Edinburgh Airport to explore how a landscape mitigation strategy can be developed subject to the requirements of the Edinburgh Airport Aerodrome.

Other mitigation works may be required in relation to protected species.

It is concluded that the proposal, as relates to ecological matters, could meet the objectives of policy E20 of the Rural West Edinburgh Local Plan to increase the nature conservation value of the development site. It is therefore recommended that a condition be applied to ensure that the naturalisation of the Gogar Burn is required as part of the Masterplan, as specified in section 3.3 (e) of this report.

## Conclusion

Should Committee be minded to grant planning permission in principle, in accordance with policy E22 conditions and informatives would be required to mitigate against any damage of protected species such as bats, otters and badgers, to control tree and vegetation removal, to protect breeding birds, and provide a method statement for the treatment of invasive non-native species such as Giant Hogweed.

## j) Air quality

The application has been accompanied by an Air Quality Assessment, set out in the ES. The Air Quality report advises that the potential air quality impacts of the construction and operational phases of the proposed development have been assessed in accordance with best practice guidance.

Construction dust nuisance potential was identified as being of medium to high risk in the absence of mitigation measures. With the mitigation measures proposed the risk will be reduced to low or negligible. Emissions from construction traffic and site plant are considered negligible given the temporary nature of the works.

Operation phase emissions were assessed in relation to the additional traffic emissions generated by the development. The effects of this have been assessed using dispersion modelling. Cumulative impacts with other development in the local area have also been assessed.

The assessment has predicted that there are areas on the boundary of the site and within the local vicinity of the site that are likely to be over the Air Quality Objectives, with and without the Proposed Development and therefore with suitable mitigation, the site should be suitable for residential development.

The report advises that, with regards to increases in concentrations at the existing residential locations where existing concentrations will be elevated, the average predicted increase are considered unlikely to affect the implementation and effectiveness of the City of Edinburgh Council, Air Quality Action Plan which includes measures for the improvement of air quality across the whole city. Additional mitigation measures to further reduce the impact from the proposed development have been recommended to minimise vehicle use during the operational phase and encourage sustainable transport options.

Environmental Assessment do not support housing on this site given the proximity of the development to the existing Poultry Farm. The application proposes that the Poultry Farm will be relocated prior to any development of the site however this land is not under the ownership of the applicant and therefore there is no guarantee that the poultry farm operation will stop if the proposed application is consented. Odours, Particulate Matter (PM) 10 and 2.5 emissions from poultry farms are serious problems and as such Environmental Assessment have begun monitoring PM10 due to ongoing issues. The proposal needs to comply not just with Scottish Air Quality Objectives but with the European Union(EU) Limit Values.

Notwithstanding Environmental Health objection, this could be overcome by a relevant condition to ensure that the poultry farm has ceased operation and the site has been cleaned up prior to the commencement of any development work on the site. The applicant has advised that this is acceptable and it is currently negotiating with the poultry farm owners over land purchase.

AQMAs have been declared for five areas of Edinburgh. Poor air quality at these locations is largely due to traffic congestion. Closest to this site is Glasgow Road (A8) at Ratho Station AQMA. As there are currently no residential receptors in the site area it does not require to be declared as an AQMA.

The proposal will directly impact upon the existing Glasgow Road AQMA. It is recognised that this site is disconnected from the city and as such it is predicted that the occupants of the site will be car dependent contributing to the air quality problems. The proposal is therefore contrary to RWELP TRA2

### Conclusion

If Committee are minded to grant planning permission in principle then it is recommended that a condition be applied which ensures the decommission and complete removal of the poultry farm operations prior to the occupation of the first dwelling house. Additionally, mitigation measures to reduce vehicle movements are recommended.

#### k) the proposals will preserve and enhance archaeology

The Environmental Impact Assessment includes a cultural heritage assessment which considered the potential impacts of the proposed development upon the physical fabric of heritage assets within the site boundary.

Scottish Planning Policy (SPP), PAN 02/2011 and Rural West Edinburgh Local Plan (2010) policy E30 require a programme of archaeological evaluation to be undertaken prior to determination. This work comprising both Geophysical Survey and Trial trenching was undertaken by AOC Archaeology Group between 26 October 2015 and 13 November 2015 which was reported in the Archaeological Evaluation Data Structure Report of 19 November 2015.

The site proposed for development is regarded as being of archaeological importance. Archaeological evidence indicates a range of archaeological sites occurring within the site boundaries, dating back to early prehistory. This includes several potentially nationally significant archaeological sites e.g. the medieval mill for Gogar Village, Gogar/Corstorphine Loch and Millburn Tower Roman Temporary Camps (x2) and the adjacent Millburn Tower Inventory Designed Landscape & Garden.

The results of the archaeological findings have demonstrated that, although modern ploughing has had significant effect, important archaeological sites and remains have survived in situ across the proposed development area, including prehistoric settlement remains (ditches, pits, ring-ditch house/barrow) and possible Palaeo-river courses. Ground-breaking works associated any potential development of the site will have a significant adverse affect, however one which is considered on the whole a low-moderate archaeologically significant impact requiring detailed mitigation.

Archaeology has therefore recommended that prior to any development of the site that a programme of archaeological works is undertaken, in order to fully excavate, record and analysis any surviving archaeological remains encountered during subsequent phases of development. If important discoveries are made during these works it is recommended that a programme of public/community engagement (e.g. site open days, viewing points, temporary interpretation boards) will be required to be undertaken, to the agreement of City of Edinburgh Archaeology services.

Therefore it is recommended that if Committee is minded to grant planning permission in principle, a condition is attached to ensure the undertaking of a programme of archaeological works.

l) the proposal will impact upon neighbouring sites

A number of objections have been received from neighbouring residents expressing concern at the impact of the scale development within this rural location.

The proposal is for planning permission in principle and, whilst illustrative development plots have been submitted, there are no details of siting or orientation of buildings. The site is currently used for agriculture, so any introduction of development on the site will impact upon the surrounding users by means of the change in land use, noise, lighting and associated traffic movements.

By virtue of the rural character of the area, the site is fairly isolated from residential properties, with Millburn Tower and its Gatehouse, and a scattering of rural dwellings along Gogar Station Road as the key residential neighbours to be affected by the development.

The proposal is for largely residential use. While it will fundamentally change the character of the area it will not have an adverse impact on neighbouring residential amenity in relation to the expectation of policy and guidance, provided there is adequate separation distances secured at AMC stage.

Other neighbours include the occupants of Gogar Park Banking Head Quarters and Edinburgh Park users which may be affected by the proposed intensification of use by the service tunnel under the bypass. To the west of the site lies SASA, the Scottish Government Headquarters for Science and Advice for Scottish Agriculture.

SASA have objected to the proposal on the grounds that the presence of a large scale housing development adjacent to the Scottish Ministers' site would pose a threat to the integrity of the work being carried out. The greenbelt location currently provides a high degree of bio-security necessary for the scientific work being carried out. SASA's land needs to be protected from breaches to plant health condition through substantial pressure from walkers, domestic pets adversely affecting crop trails, litter and surface water run-off associated with sub-urbanisation.

The occupier of the Gogar Park Banking HQ has objected on matters of traffic impact and accessibility and the impact upon its headquarters. It has raised concerns in respect of staff safety when accessing work, particularly by bicycle on Gogar Station Road. The northern access to the site requires traffic signal equipment to be sited on bank's land.

It is therefore recommended that, should Committee be minded to grant Planning Permission in Principle, details of the design, siting and layout of buildings should be carefully considered through a masterplan at the detailed application stage, with the use of appropriate landscaping and noise buffers where appropriate to ensure minimal impact upon neighbouring residents. Detailed conditions to protect amenity will be required such as details of siting, design, layout, Daylight Privacy and Sunlight and hours of operation and service delivery to the local centre.

m) whether the proposal provides adequate amenity for future residents

The application is accompanied by a Design and Access Statement which was updated in November 2015.

The application is accompanied by a Noise Impact Assessment which has been undertaken to evaluate the suitability of the site for residential development. The assessment starts with baseline noise levels and assesses the impact of construction noise and development related traffic. The assessment has been undertaken for an empty site as is the existing position.

Daytime and night time baseline noise surveys were conducted across the site in June and July 2015. The main noise sources were identified as the A720 city bypass, the A8 to the north of the site and the railway line to the south. Commercial/industrial noise was identified during the daytime from the neighbouring scrap metal yard.

The noise report advises that the future buildings on the site will assist in noise attenuation by providing a noise barrier. However, full details will need to be assessed at the detailed design stage, taking account of height and layout, and it is not possible to confirm this assertion at this stage in the planning process.

The noise report advises that, with the assistance of double glazed windows, the World Health Organisation internal guidance of 35dB LAeq for living areas is likely to be achieved within prospective residential properties. Building layouts and gardens could be sympathetically designed and orientated such as to orientate living spaces and bedrooms away from noise sources. It is predicated that acoustic barriers would be required, as planting alone will not mitigate against the level of noise.

The EIA non-technical summary, recommends that all mitigation measures be incorporated into a noise reduction scheme, to be submitted and approved by the planning authority prior to the commencement of development within the site. Such a scheme would provide full details of all mitigation measures (e.g. acoustic barriers, construction materials, ventilation provision etc.) and would include assessment of the effectiveness of these measures through further measurements, calculation and/or modelling as required.

With respect to noise through the construction phases, the noise report recommends suitable planning and best mitigation measures to ensure that noise levels associated with construction activities remain below guideline limits.

An assessment of development related traffic has predicted a significant increase in road traffic on Gogar Station Road, causing increased noise levels. The report concludes that longer term increases in traffic flows are predicted to be below guideline levels when evaluated over a 15 year period.

Contrary to the studies submitted in support of the development proposal, Environmental Assessment advises that it is unable to support the application for residential in principle, given the proximity to the scrap metal yard where crushing frequently occurs and the noise from the major road and railways bounding the site. In this regard, and in the absence of detailed layout and design that can influence technical studies to demonstrate that good living amenity can be created, it cannot be

guaranteed that a good level of amenity can be created for future occupants of the proposed residential development. In this regard the principle of residential development cannot be supported on this part of the site. Therefore a reduction in numbers may be necessary.

The addendum to the Design and Access statement highlights that additional noise attenuation measures will be required for a stretch of the Bypass to further protect the amenity of the proposed primary school. Measures such as noise barriers are generally not a good design solution particularly on such a substantial green field site. The visual impact of such measures cannot be fully assessed until the detailed application stage.

### Conclusion

Environmental Assessment recommends that the site is not suitable for residential development, given the noise pollution from the neighbouring scrapyards and noise from the adjacent railway line. The proposal is therefore contrary to policy H5 of RWELP and policy DES 5 of LDP in that it will fail to create a residential environment which provides good amenity and maximise public transport links.

Should planning permission be granted it should be recognised that on site measures may be required to achieve a good level of residential amenity for the new residents. This could have an impact upon height and siting of dwellings and the site capacity.

#### n) the proposal has a satisfactory phasing plan

Given the scale of the development site, which is effectively a new neighbourhood, a detailed phasing plan is essential to achieve a satisfactory form of development delivering well designed and cohesive network of streets and spaces.

The application is accompanied by an indicative phasing plan however there is an absence of detailed information against which a section 75 legal agreement could be attached. A comprehensive detailed Masterplan would assist this process incorporating a detailed phasing plan.

It is considered that fundamental to the project is the decommissioning/relocation of the poultry farm and decontamination of that site and its surrounds. It is recommended by SEPA that the rerouting of the Gogar Burn should be carried out first, followed by the detailed road layout and infrastructure planting.

At the detailed application stage, a section 75 legal agreement would be required that indicates the proposed trigger points for each infrastructure requirement. Further studies will be required to identify for example, at what stage in the development that the new primary school needs to be fully operational.

### Conclusion

It is concluded that the proposal is premature to the outcome of the LDP Reporter's findings and that further studies are required. However, should Committee be minded to grant planning permission in principle for this development a condition is required to ensure a detailed phasing plan is submitted.

o) the proposal meets the Edinburgh Standards for Sustainable Buildings

The applicant has submitted a sustainability statement in support of the application including a carbon reduction declaration. The proposal is for Planning Permission in Principle and with regards to Carbon reduction the applicant advises that further details will be provided at the detailed application stage. The applicants have advised they will achieve the 30% carbon reduction as per the 2010 Building Standards by increased insulation/building fabric low air infiltration.

The proposal has been classed as a major development and has been assessed against Part B of the standards. The points achieved against the essential criteria are set out in the table below:

| <b>Essential Criteria</b>        | <b>Available</b> | <b>Achieved</b> |
|----------------------------------|------------------|-----------------|
| Section 1: Energy Needs          | 20               | 20              |
| Section 2: Water conservation    | 10               | 10              |
| Section 3: Surface water run-off | 10               | 10              |
| Section 4: Recycling             | 10               | 10              |
| Section 5: Materials             | 30               | 30              |
| <b>Total points</b>              | <b>80</b>        | <b>80</b>       |

The proposal meets the essential criteria.

The proposal satisfies policy E1 of the Rural West Edinburgh Local Plan and policy Des 6 of the Edinburgh Local Development Plan.

p) other material planning issues

The Action Programme associated with the Proposed Local Development Plan was updated in May 2015 and is used to coordinate development proposals with the infrastructure and services needed to support them. The Action Programme explains that where multiple developments need to fund the delivery of strategic infrastructure actions, contribution zones have been established within which legal agreements will be used to secure developer contributions.

This site was not part of the LDP and therefore the Action Plan does not consider the detailed requirements should this site come forward for development.

#### Affordable Housing

The applicant is seeking planning permission in principle for up to 1500 homes. Should consent be granted 25% of these homes should be secured as affordable housing through a legal agreement. The applicant is in agreement with this requirement.

#### Education

In line with the new 'Developer Contributions and Affordable Housing' guidance, approved by the Planning Committee on 3 December 2015, a citywide cumulative assessment of housing land capacity and education infrastructure is currently being

prepared. Following the completion of this study, education actions required to mitigate the impact of planned and anticipated housing development, including land safeguards, will be established. The collection of developer contributions towards these actions is through a Contribution Zones approach.

This site falls within the West Edinburgh Education Contribution Zone and the South West Edinburgh Education Contribution Zone. However, it is likely that if the application was assessed under the Contribution Zone approach it would contribute in its entirety to the West Edinburgh area. The assessment for this area still requires to be completed and final actions and contribution levels will be established following consideration of the Reporter's findings in relation to the Second Proposed Local Development Plan.

It is therefore recommended that any negotiation of developer contributions is delayed until this time.

However if the site was to be assessed on its own merits, without following the new approach outlined in the 'Developer Contributions and Affordable Housing' guidance, Communities and Families would require the developer to contribute the following:

- £10,783,133 (as at Q1 2015) to deliver a double stream primary school and 40/40 nursery;
- ha fully serviced and remediated primary school site (at location to be agreed with Communities and Families);
- £10,087,991 (as at Q1 2015) towards the costs of providing additional non-denominational secondary school accommodation (based on a proportion of the estimated costs of delivering an 800 capacity secondary school and securing a 4.2 hectare fully serviced and remediated site in West Edinburgh);
- £705,308 (as at Q1 2015) for a two-class RC primary school extension;
- £1,180,496 (as at Q1 2015) to provide additional RC secondary school accommodation;
- Note - all contributions, other than for land purchase, shall be index linked, based on the increase in the forecast BCIS All-in Tender Price Index from Q1 2015 to the date of payment; and
- Justification for additional education infrastructure to accommodate the pupils expected from development on this site is set out in the 'East of Milburn Tower Education Infrastructure Appraisal' (reported to Planning Committee on 14 May 2015) and the LDP Education Appraisal (June 2014).

The cost of the additional infrastructure is in line with the 'Developer Contributions and Affordable Housing' guidance.

The applicant has indicated that a new double stream primary school could be delivered on its development site. If planning permission is to be granted, Communities and Families would wish to discuss this with the applicant prior to the S75 being signed.

If the appropriate contribution is to be provided by the developer, Communities and Families does not object to the application in principle.

The applicant has indicated that they are content in principle with the approach set out above to developer contributions.



## Contaminated Land

Whilst most of the site is arable farmland there are sources of contamination from previous uses such as the chicken farm on the south west of the site and surrounding uses such as the scrapyards 25m to the south and former railway goods yard to the south.

If Committee is minded to grant the application, a site survey and, where necessary, a detailed schedule of any remedial and/or protective measures required, should be provided by the applicant at the detailed application stage. This should be secured by condition.

### q) the proposals have any equalities or human rights impacts.

The proposal is for planning permission in principle and the full impact of the proposal upon equalities and human rights will be considered at the AMC stage. The application is accompanied by a Design and Access Statement. The Statement advises that the proposal would be developed out in accordance with PAN78 on inclusive design and current building regulations on accessibility. This would not only apply to the buildings but also to the public realm, footpaths, facilities and open space within the new neighbourhood. Access would be provided to the existing and proposed public transport network and other community services throughout the area.

### r) material representations or community council comments raise issues to be addressed.

## Comments

- Housing delivery should follow the principles of LDP2, using brownfield sites first, addressed in section 3.3(a) and assertion agreed with.
- The inclusion of this site should result in the removal of alternative sites, addressed in section 3.3 (b) and found that proposal is premature to finding of LDP Examination and the allocation of this site will not exclude the other sites to be agreed by the Reporter.

## Objections

- SESPlan policies provide no support for the release of this site for housing at this time - assessed in section 3.3(a) and found that the proposal contrary to policy.
- The proposal is contrary to the Local Edinburgh Development Plan. It was discussed and rejected under the name "Edinburgh Garden District" during the LDP consultation phase - assessed in section 3.3(a) and that the found proposal contrary to LDP2.
- Brownfield sites should be promoted for development, not greenbelt sites. The developer has not demonstrated that the proposed 1500 houses cannot be built on already identified brownfield sites within the city- assessed in section 3.3(a) and found proposal contrary to RWELP policy E5 Greenbelt policy.
- This part of the greenbelt is prime agricultural land, assessed in section 3.3(a) and found proposal contrary to RWELP policy E7, Protection of Prime Agricultural Land and found that the proposal will use up prime agricultural land.

- The proposal conflicts with Government environmental awareness and green policies- assessed in section 3.3(a) and found that the proposal will not result in a sustainable development.
- South East Scotland Strategic Development Plan's Spatial Strategy identifies West Edinburgh as one of four Strategic Development Areas within the Regional Core, with an emphasis on maintaining and developing its established role as the capital city. The RBS World Headquarters are strategically placed at the heart of this- assessed in section 3.3 (l) and found that the proposal will impact upon neighbouring uses.
- Granting permission in this site would risk the delivery of allocated sites in the Proposed Plan - assessed in section 3.3(b) and found that the proposal is premature to the Reporters findings on the LDP housing allocation.
- This part of the greenbelt is an invaluable and irreplaceable buffer between the countryside and city. This would be a serious breach of the Edinburgh Green Belt, will undermine its effectiveness, openness and landscape character. Proposal will set a precedent all around the ring road green areas -assessed in section 3.3(g) and found that the proposal would diminish the legibility of the urban edge.
- Site provides an open vista to Pentland Hills from the A8 entry to the City and a highly visible and attractive frame for the historic capital City- assessed in section 3.3 (g) and found that the proposal would have an adverse affect on the open character of the area that contributes to the setting of the City.
- Site abounds an Area of Outstanding landscape Quality - assessed in section 3.3 (g) and found that the loss of the rural open agricultural character would damage this Special Landscape Area.
- In conjunction with the Garden District proposal the proposal will urbanise West Edinburgh Green Belt - assessed in section 3.3 (g) and found that cumulatively with developments proposed at Cammo, Maybury and IBG there will be a cumulative loss of 295 hectares of greenbelt.
- Development fails to protect the setting of the category B listed Millburn Tower and associated designed landscape - assessed in section 3.3 (e) and concludes that further landscape buffer will be required to protect the Inventory Garden of Millburn Tower.
- Any new greenbelt boundary would not compare favourably with the robust existing green belt boundaries along the City Bypass - assessed in section 3.3(g) and found the existing greenbelt boundary to be physically robust and concurs with representation.
- Flooding issues associated with the Gogar Burn - controlled by the large soak away on the planning application site. The problem would be made worse by the proposed development- assessed in section 3.3(d) and found that SEPA will support the proposal if appropriate land is provided for flood storage measures and further modelling is carried out at the detailed application stage.
- Health hazard of proximity to neighbouring poultry farm - assessed in section 3.3 (j) and found that the poultry farm would need to be decommissioned prior to the occupation of the first dwelling house on the site.
- Noise and traffic pollution - assessed in section 3.3 (j) and (m) and found that an unsatisfactory living environment would be created.
- Technical problems relating to flooding and potential bird strike - assessed in section 3.3(d) and (h) and found that CAA would need to oversee detailed landscape plans.

- In order to assess the environmental impact of the application the entire Masterplan for the Garden District needs to be taken into account - assessed in section 3.3(a) and (c) and found that the Reporters' finding to the LDP housing allocations is necessary prior to determination of the proposal.
- More recreational opportunities are to be encouraged - assessed in section 3.3(f) and found that a detailed Masterplan would be required to fully assess the open space requirement of the proposal.
- Traffic increase and congestion - assessed in section 3.3 (c) and found that there would be impacts resulting from the development.
- Road infrastructure is over capacity - assessed in 3.3 (c) and found that Transport Scotland raise no objection, however that the Report for the examination to the LDP is awaited.
- Major road infrastructure works are required prior to any further development in this locality - assessed in section 3.3(c) and found that the LDP examination into cumulative effect of all proposed and committed development is essential to inform the LDP Action Plan.
- Pressure on traffic infrastructure will push out to the A70 Calder Road via Lanark Road through Juniper Green, Currie and Balerno - assessed in 3.3(c) and found there would be impacts.
- Possible disruption to access to RBS Headquarters and Edinburgh Airport, assessed in section 3.3(c) and found that the LDP examination into cumulative effect of all proposed and committed development is essential to inform the LDP Action Plan.
- The proposal doesn't include the cumulative impact of RBS Headquarters moving 4000 employees to Gogar within future traffic projections. Transport assessment doesn't include further committed development. Over 500 members of RBS cycle to work- assessed in section 3.3 (c) and found that further modelling is being carried out at the time of writing and that a future Masterplan could accommodate a cycle route through the development site.
- Impact on cyclist and pedestrian safety - assessed in 3.3(c) and found that the designated Rights of Way will be retained across the site and that cycle links could be incorporated through the site at the detailed application stage, subject to careful master planning.
- The development would not contribute to sustainable development as it is remote from the City and poorly located for public transport, walking and cycling links - assessed in section 3.3(c) and (f) and found that the bypass forms a physical barrier to the transportation connection to the City.
- The proposal will have a cumulative adverse effect on West Edinburgh transport network - assessed in section 3.3 (c) and found that Transport Scotland raised no objection to the proposed level of development.
- Gogar Station Road has recently been resurfaced with lanes for cyclists - assessed in section 3.3(c) and found that the site could accommodate dedicated cycle paths through the detailed application stage.
- Cumulative impact of traffic with the International Business Gateway - assessed in section 3.3(c) and found that the LDP examination into cumulative effect of all proposed and committed development is essential to inform the LDP Action Plan.
- The proposal will have a detrimental impact upon surrounding rural roads such as Gogar Station Road, Gogarbank, Addiston Farm Road, Roddinglaw which have no street lighting, very narrow in some places 5metres - assessed in

section 3.3(c) and found that upgrading of these roads would be required and that their rural character would change.

- 60 mph limits, no or inadequate pavements- assessed in section 3.3(c) and found that upgrading of these roads would be required.
- Discrepancies in Transport Assessment - assessed in section 3.3(c) and found that further studies will be required.
- Concerns regarding construction traffic movement - assessed in section 3.3(c) and found that a detailed construction plan would be required at the detailed application stage.
- Proposal doesn't take on the recommendations in the LDP Transport Appraisal - assessed in section 3.3(b) and (c) and concludes that the proposal is premature.
- All motor traffic should access the site from the Gogar roundabout, leave Gogar Station Road untouched- assessed in 3.3(c) and found that there is hazard consultation zone around the south western side of the roundabout.
- Concern re travel to school routes - assessed in section 3.3(c) and found that the use of the existing under-passes for a bus route could conflict with the existing pedestrian and cycle routes. Safe routes would need to be developed through a detailed Masterplan.
- Proposal will impact on the efficient operation of Edinburgh Park - in relation to impact on key infrastructure, roads and key junctions - assessed in 3.3(c) and found there would be impacts on the road network.
- Objection to the use of the under-pass for bus access to Edinburgh Park - assessed in 3.3 (c) and found that if Committee is minded to grant permission, a legal agreement should be required to secure an appropriate transport measures.
- Impact on local biodiversity; badgers/deer/birds/bats - assessed in section 3.3(i) and found that the site is of limited ecological value and that impact on local biodiversity could be mitigated.
- Tree felling has begun destroying habitats. Tree felling should have been done after tree surveys and not before- assessed in section 3.3(h) and found that the boundary tree belt does not have protected status, however conditions will be required should planning application in principle be granted to ensure their protection throughout works.
- The Dr Surgery is already full - assessed in section 3.3(f) and found that a detailed assessment of community facility requirements should be undertaken should the proposal progress to detailed stage.
- The proposal doesn't consider the need for a secondary school - assessed in section 3.3(p) and found that a detailed study of all allocated and forthcoming sites in West Edinburgh is required inform the need for a secondary school, the application is therefore premature.
- The proposal does not demonstrate that they will be able to provide the necessary education infrastructure, lack of information in respect of primary school regarding site selection and delivery - assessed in section 3.3(p) and found that further liaison would be required with the Council's Education service should the development progress to detailed stage.
- A new catchment area will be required if a new school is introduced - addressed in section 3.3(p) and found that further liaison would be required with the Council's Education service.
- There is lack of information on the plans - addressed in section 3.3 (f) and recommended that a condition be attached to secure a detailed Masterplan.

- The proposal lacks playing fields, small workshops, every day facilities required of a new town - addressed in section 3.3(f) and recommended that this would need to be explored through a detailed Masterplan.
- The proposal promotes 25% affordable housing but current demand is approx 64% of housing land - addressed in section 3.3(p) and found that the proposal reflects current Government Policy on affordable housing.
- The site is in a remote location isolated from shops, schools
- and employment locations. Residents will be heavily reliant upon cars to access facilities outwith the site- assessed in section 3.3(c) and found that the proposal is physically disconnected from Edinburgh Park and The Gyle.
- The application does not include a phasing plan as to how infrastructure will be delivered parallel to housing completions - assessed in section 3.3(n) and found that a legal agreement would be required including, a detailed Masterplan with a phasing plan. Further work would be required to identify trigger points for the infrastructure elements of the proposal.

### **Non Material Planning Objections**

- Dissatisfaction with public consultation/neighbour notification exercise which was misleading and related to the Garden District proposal - assessed in section 8.2 and found that the correct procedure was followed.
- The northern access requires traffic signal equipment to be positioned on land outwith the applicant's ownership, issue of physical delivery of the project - assessed in section 3.3(c) and found that a third party agreement will be required.

### Conclusion

The proposed residential development with local retail centre, community facilities and green network would provide 1350 dwellings in the west of the city, at a time when there is an identified need for new housing.

The proposed Edinburgh Local Development (LDP) is currently under examination with the examination report expected by mid to late June 2016. As noted by Planning Committee in May 2015, this report will be binding on the Council. The applicant has made representations to the examination process which promote this site for development. Therefore, the merits of this site are being considered alongside those allocated in the proposed LDP by the reporter.

Notwithstanding that the LDP examination report is expected shortly, a decision is sought by the applicant at this time. It is a requirement of planning legislation that decisions on planning applications are provided. Therefore this report is brought forward to enable a decision to be made. It should be noted that if members are minded to grant planning permission, the Scottish Ministers require that the application be notified to them. This is in view of the proposed development's potential effects on the statutory work undertaken by the adjacent Science and Advice for Scottish Agriculture (SASA) establishment.

The application is for planning permission in principle, and so, if planning permission in principle were to be granted, the site would be subject to AMC applications. The application is supported by a range of information which enables assessments to be made of impacts and likely impacts of the development. In respect of matters such as flood prevention, impact on listed buildings, density, location of services, affordable housing, impacts on views, biodiversity, archaeology, neighbouring amenity and future amenity and phasing the proposal would be acceptable subject, to appropriate conditions and / or approvals at AMC stage. In relation to this, it should be noted that the impacts of some site constraints, such as noise, flood prevention and landscape, may mean that the area that can be developed could be smaller than that currently proposed by the applicant.

The Edinburgh Green Belt has been in place since 1957 and has helped shape the development strategy for Edinburgh and the Lothians. It has successfully contained urban areas and maintained their separation. Development on this site would undermine the greenbelt effectiveness and the loss of the rural open character to urban character would damage this candidate Special Landscape Area. The proposed development is therefore contrary to the adopted Rural West Edinburgh Local Plan (as Altered 2011), in particular policy E5: Development in the Green Belt and Countryside Areas. The development of the site for residential and mixed use developments is not supported by the Second Proposed Local Development Plan (ELDP) and is contrary to the provisions of ELDP Policy ENV10: Development in the Green Belt and Countryside.

There is a five year effective housing land supply. Within the Council's area, there is land with planning support (allocated in plans and / or with planning permission) and free of planning constraints for around 30,000 homes. This includes sites in the proposed LDP but not the application site. This means that the site is not required to meet housing land need.

The applicant argues the site contributes to sustainable development because it is located next to a number of bus, train and tram stops and proximity to existing employment areas (Edinburgh Park) and retail centre (the Gyle Shopping Centre). On plan this would appear to be the case. There are major barriers to these facilities however, in the form of the A8 and the City Bypass. These mean that the site is not well connected for pedestrians or cyclists. Pedestrians would have to use underpasses under the Bypass to get to Edinburgh Park. These would not create a safe and pleasant place.

A signification portion of the measures identified by the East of Millburn Transport Appraisal are not included with the application. The applicant has indicated an unwillingness to enter into an agreement to secure a bridge over the Bypass for example. The lack of measures necessary to mitigate transport impacts, particularly those that promote active travel and public transport use, means that the development will result in an unacceptable level of car use. The development would be contrary to the Council's Local Transport Strategy with respect to new development (Para 8.5). It would fail to accord with SPP's guiding principles and would not contribute to sustainable development. Additional vehicular traffic would be likely to worsen air quality within the area.

As noted above, in relation to the Local Development Plan, the outcome of the examination process is awaited. In May 2015, the Planning Committee amended the proposed response to the LDP examination via a decision known as the Capital Coalition Motion. This stated that the "Council sees merit in the representation promoting the land within the West Edinburgh Strategic Development Area known as East of Millburn Tower as a housing allocation and note that it has a potential capacity of 1320 units". It was advised that the land East of Millburn Tower could be allocated in lieu of/ or to take capacity of other proposed Local Development Plan Sites.

Full details of the motion can be viewed at:

[http://www.edinburgh.gov.uk/download/meetings/id/47112/capital\\_coalition\\_motion](http://www.edinburgh.gov.uk/download/meetings/id/47112/capital_coalition_motion)

The Motion, while seeing the merit in the site, did not result in the site being included in the proposed LDP.

The granting of planning permission in this instance would prejudice the emerging local development plan. The development proposed is so substantial, and its cumulative impacts so significant, that the grant of planning permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to the emerging plan. In this instance 'prematurity', as is the case at Cammo Walk and Craigs Road, is considered relevant, particularly so given that the report of examination in to the Second Proposed LDP is due to be published by mid to late June 2016.

The granting of planning permission in principle for this site does not prevent the examination report from excluding this site from the Local Development Plan. At the same time, the examination report could include all the sites currently included with the proposed LDP. If this were to happen, there would be no substitution of sites as put forward in the Coalition Motion. This means there would be a cumulative impact on the city's infrastructure over and above that required for its effective growth. In short, this could mean more traffic than necessary on nearby roads and additional pressure on the education infrastructure.

In summary, the development is significantly contrary to the development plan, particularly in respect of green belt. The site is not needed to contribute to the five year effective housing land supply. The transport impacts of the development are not adequately resolved, meaning that the occupants of the development may be car dependent and there would be adverse impacts on the existing transport infrastructure in the area, for example, because of more congestion. The development would be prejudicial to the examination report of the Edinburgh Local Development Plan and is, as a result, premature.

It is recommended that this application be Refused subject to referral to Council for the reasons below.

### **3.4 Conditions/reasons/informatives**

#### **Reasons:-**

1. The proposal is contrary to Strategic Development Plan policy 7 in that the proposal will not be in keeping with the rural character of the area and will undermine the green belt objectives.
2. The proposal is contrary to Rural West Edinburgh Local Plan Policy E5 in respect of Development in GB/Countryside restriction, as it will result in a non conforming use.
3. The proposal is contrary to Rural West Edinburgh Local Plan Policy E7 in respect of development on prime agricultural land as it will result in the loss of a finite natural resource.
4. The proposal is contrary to Rural West Edinburgh Local Plan Policy TRA1 in respect of mode of access, as the proposal has poor connectivity to public transport network.
5. The proposal is contrary to the Second Proposed Local Development Plan Policy Env 11 in respect of Special Landscape Areas, as the proposal will result in a change of the rural character of this special landscape area.
6. The proposal is contrary to the Second Proposed Local Development Plan Policy Env 10 in respect of Development in the Green Belt and Countryside, as it will result in a non conforming use in the green belt.
7. The proposal is contrary to Rural West Edinburgh Local Plan Policy TRA2 in respect of capacity of road network, as the occupants of the development will be car reliant.
8. The proposal is contrary to Rural West Edinburgh Local Plan Policy E8 as it will affect the setting of Areas of Outstanding Landscape Quality and will impact on the long views to the Pentlands designated Area of Great Landscape Value.
9. The granting of planning permission would be premature and would not accord with the provisions of paragraph 34 of Scottish Planning Policy in respect of this.

#### **Informatives**

It should be noted that:

1. Prior to a decision notice being issued, this application shall be notified to Scottish Ministers.



## **Financial impact**

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### **4.1 The financial impact has been assessed as follows:**

The application is subject to a legal agreement for developer contributions.

## **Risk, Policy, compliance and governance impact**

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5.1 Provided planning applications are determined in accordance with statutory legislation, the level of risk is low.

## **Equalities impact**

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### **6.1 The equalities impact has been assessed as follows:**

This application was assessed in terms of equalities and human rights. The impacts are identified in the Assessment section of the main report.

## **Sustainability impact**

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### **7.1 The sustainability impact has been assessed as follows:**

This application meets the sustainability requirements of the Edinburgh Design Guidance.

## **Consultation and engagement**

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### **8.1 Pre-Application Process**

The application site forms part of a larger area under the control of Murray Estates known as "Edinburgh's Garden District".

A Proposal of Application (13/04911/PAN) was submitted to Edinburgh City Council and approved on 27 November 2013 in respect of the larger site Garden District Site. The development description was for Residential development, horticultural visitor and education centre (the Calyx), new schools, community facilities, local retail facilities, local Class 2 and Class 3, Class 4, Class 10, Class 11, conference centre, hotel, a sports stadium/arena, sporting facilities, construction training centre, sustainable energy centre, green network, transport links, canal related uses and infrastructure.

The PAN application proposed a major master-planned development site extending to 263 ha. It would include 3500-4000 new homes (25% of which would be affordable), a 18ha garden and visitor centre, indoor and outdoor sporting facilities and the erection of a hotel with ground floor mixed uses and ancillary supporting infrastructure.

The PAN set out a proposed programme of pre-application consultation. A copy was sent to the following organisations;

#### Community Councils

- Wester Hailes
- Balerno
- Ratho and District

- Colinton Amenity Association
- Currie
- Sighthill
- Corstorphine
- Cramond and Barnton
- Juniper Green

#### Neighbourhood Partnerships

- Pentlands
- West Edinburgh
- South West Edinburgh
- Almond

#### Ward Councillors

- Almond
- Pentland Hills
- Sighthill/Gorgie
- Corstorphine
- Drumbrae/Gyle

#### Public Exhibition

Five public consultations were undertaken in January 2014 in respect of the larger Garden District site. The details and feedback are set out in the Pre Application Consultation Report September 2015. This is available to view on the Planning and Building Standards Online Services.

It is noted that the consultation exercise was carried out in respect of the larger Garden District site and not the application site. Thus comments received at pre application stage such as " A number of people stated that they supported the scale of the development and preferred the cohesive, masterplan approach proposed, rather than piecemeal developments on the edge of overdeveloped communities" should be read in the context of the wider PAN proposal.

A pre-application report on the Garden District proposals was presented to the Committee on 30 April 2014. The Committee noted the key issues at that stage in the process.

### **8.2 Publicity summary of representations and Community Council comments**

The application was advertised on 9 October 2015 with 28 days for comment being awarded given the accompanying EIA. An addendum was submitted to the EIA and this was advertised on 27 November 2015. 45 Letters of representation have been received, 2 letters of support, 2 letters of comment and 41 letters of objection. It should be noted that those who made representations to the original planning application were notified of the addendum to the Transport Assessment on 24 March 2016 with 21 days for comments ending on 14 April 2016. Two further letters of representation were received, these upheld their objections to the proposal.

The reasons for support from Balerno Community Council, and Crammond and Barnton Community Council are summarised as follows

- The site has good existing infrastructure
- The site has good transport links
- The site is near to areas of employment
- The site is in close proximity to shopping facilities
- The proposal is a well planned and well integrated development
- The proposal incorporates a local centre, green space, school, community facilities and transport linkages
- The proposal allows for scope for further development building on existing and proposed infrastructure; in contrast to the 'bolt on' greenbelt housing proposals currently featuring within LDP2, which lack such an integrated approach to settlement development.
- The proposal will reduce pressure to grant the highly contentious development on Cammo Fields

Juniper Green Community Council - no objection subject to:

- In accordance with LDP2 - using brownfield sites first
- Connection routes
- Road capacity
- Removal of other sites in LDP 2- HSG 31, HSG 36, HSG 37, and Pilmuir
- Creation of a robust new Green Belt boundary on the western perimeter of the site.

Currie Community Council object, in summary

- Contrary to the Local Development Plan
- Traffic access/egress inadequate
- Traffic report not credible
- Brown field sites should be developed before greenbelt sites
- Development on class 2 arable land

The main reason for objection to the proposal are summarised as follows;

Contrary to Planning Policy

- The proposal is contrary to the Local Edinburgh Development Plan. It was discussed and rejected under the name "Edinburgh Garden District" during the LDP consultation phase.
- SESPlan policies provide no support for the release of this site for housing at this time.
- Brownfield sites should be promoted for development, not greenbelt sites.
- This part of the greenbelt is an invaluable and irreplaceable buffer between the countryside and city.
- This part of the greenbelt is prime agricultural land - Class 2
- The proposal conflicts with Government environmental awareness and green policies.
- The developer has not demonstrated that the proposed 1500 houses cannot be built on already identified brownfield sites within the city.

- This site is not required to meet Edinburgh's housing land requirement, with other sites having already been identified in the Edinburgh Local Development Plan.
- More recreational opportunities are to be encouraged
- Serious breach of the Edinburgh Green Belt, will undermine its effectiveness, openness and landscape character.
- South East Scotland Strategic Development Plan's Spatial Strategy identifies West Edinburgh as one of four Strategic Development Areas within the Regional Core, with an emphasis on maintaining and developing its established role as the capital city. The RBS World Headquarters are strategically placed at the heart of this.
- Granting permission in this site would risk the delivery of allocated sites in the Proposed Plan.

### Visual Impact

- Site provides an open vista to Pentland Hills from the A8 entry to the City and a highly visible and attractive frame for the historic capital City.
- Site abounds an Area of Outstanding landscape Quality.
- In conjunction with the Garden District proposal the proposal will urbanise West Edinburgh Green Belt.
- Proposal will set a precedent all around the ring road green areas.
- Development fails to protect the setting of the category B listed Millburn Tower and associated designed landscape
- Any new greenbelt boundary would not compare favourably with the robust existing green belt boundaries along the City by Pass.

### Environmental Impact

- There are flooding issues associated with the Gogar Burn - controlled by the large soak away on the planning application site. The problem would be made worse by the proposed development. Flood prevention measures to be incorporated.
- Health hazard of proximity to neighbouring poultry farm
- Noise and traffic pollution
- Technical problems relating to flooding and potential bird strike
- In order to assess the environmental impact of the application the entire masterplan for the Garden District needs to be taken into account.

### Highway Impact

- Traffic increase and congestion
- Road infrastructure is over capacity
- Major road infrastructure works are required prior to any further development in this locality.
- Pressure on traffic infrastructure will push out to the A70 Calder Road via Lanark Road through Juniper Green, Currie and Balerno
- Possible disruption to access to RBS Headquarters and Edinburgh Airport

- The proposal doesn't include the cumulative impact of RBS Headquarters moving 4000 employees to Gogar within future traffic projections. Transport assessment doesn't include further committed development.
- Over 500 members of RBS cycle to work
- Impact on cyclist and pedestrian safety
- The development would not contribute to sustainable development as it is remote from the City and poorly located for public transport, walking and cycling links
- The proposal will have a cumulative adverse effect on West Edinburgh transport network
- Gogar Station Road has recently been resurfaced with lanes for cyclists
- Cumulative impact of traffic with the International Business Gateway
- The proposal will have a detrimental impact upon surrounding rural roads such as Gogar Station Road, Gogarbank, Addiston Farm Road, Roddinglaw which have no street lighting, very narrow in some places 5metres.
- 60 mph limits, no or inadequate pavements.
- Discrepancies in Transport Assessment
- Concerns re construction traffic movement
- Proposal doesn't take on the recommendations in the LDP Transport Appraisal
- All motor traffic should access the site from the Gogar roundabout, leave Gogar Station Road untouched.
- Concern re travel to school routes
- Proposal will impact on the efficient operation of Edinburgh Park - in relation to impact on key infrastructure, roads and key junctions.
- Objection to the use of the underpass for bus access to Edinburgh Park

#### Biodiversity

- Impact on local biodiversity; badgers/deer/birds/bats
- Tree felling has begun destroying habitats
- Tree felling should have been done after tree surveys and not before
- Bat survey was done after the tree felling which is wrong

#### Impact on Community Facilities

- Dr Surgery is already full
- The proposal doesn't consider the need for a secondary school
- Proposal does not demonstrate that they will be able to provide the necessary education infrastructure, lack of information in respect of primary school regarding site selection and delivery.
- A new catchment area will be required if a new school is introduced
- Lack of information on the plans
- Lack of playing fields, small workshops, and every day facilities required of a new town
- Proposal promotes 25% affordable housing but current demand is approx 64% of housing land
- The site is in a remote location isolated from shops, schools and employment locations. Residents will be heavily reliant upon cars to access facilities outwith the site.
- The application does not include a phasing plan as to how infrastructure will be delivered parallel to housing completions

## Non Material Planning Objections

- Dissatisfaction with public consultation/neighbour notification exercise
- The northern access requires traffic signal equipment to be positioned on land outwith the applicant's ownership, issue of physical delivery of the project.

A full assessment of the issues raised in the representations can be found in section 3.3 of the main report.

## **Background reading/external references**

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To view details of the application go to;

- [Planning and Building Standards online services](#)
- [Edinburgh City Local Plan and Rural West Edinburgh Local Plan](#)
- [Planning guidelines](#)
- [Conservation Area Character Appraisals](#)
- [Edinburgh Local Development Plan](#)
- [Scottish Planning Policy](#)

**Statutory Development  
Plan Provision**

This site is in Green Belt within the adopted Rural West Edinburgh Local Plan (RWELP) and proposed Edinburgh Local Development Plan (LDP).

Part of the site is an Area of Importance for Flood Control in the RWELP and an Area of Importance for Flood Management in the LDP.

Part of the site is identified as a Site of Importance for Nature Conservation in the RWELP and a Local Nature Conservation Site in the LDP.

In the LDP It is identified as part of the Special Landscape Area of Gogar.

**Date registered**

21 September 2015

**Drawing numbers/Scheme**

01, 02 and 03.,

**John Bury**

Head of Planning & Transport  
PLACE  
City of Edinburgh Council

Contact: Jennifer Paton, Senior Planning Officer  
E-mail: [jennifer.paton@edinburgh.gov.uk](mailto:jennifer.paton@edinburgh.gov.uk) Tel: 0131 529 6473

## **Links-Policies**

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### **Relevant Policies:**

#### **Relevant policies of the Rural West Edinburgh Local Plan.**

Policy E1 seeks to prevent development which would be inconsistent with local plan objectives for sustainable development.

Policy E2 states that development proposals affecting Air Quality Management Areas (AQMA's) should not impede the achievement of National Air Quality Objectives.

Policy E3 encourages all new development proposals to incorporate features in their design and layout to maximise energy efficiency and minimise waste.

Policy E4 states that development proposals should fully take into account the likely effects on the environment and include measures to mitigate any adverse effects.

Policy E5 states that in order to protect the landscape quality, rural character and amenity of the Green Belt and countryside areas, development will be restricted.

Policy E6 states that where acceptable in principle, development proposals in the Green Belt or countryside must meet the criteria which aim to achieve high standards of design and landscaping.

Policy E7 states that permission will not be given for development which would result in irreversible damage to, or the permanent loss of, prime quality agricultural land.

Policy E8 states that development will not be permitted where it would adversely affect the special scenic qualities and integrity of the area of Great Landscape Value or Areas of Outstanding Landscape Quality. These landscape features include: the patterns of woodland, fields, hedgerows and trees; the special qualities of rivers and lochs; and skylines and hill features, including prominent views.

Policy E14 says that proposed development which would adversely affect Designed Landscapes or their setting will only be permitted where it assists restoration and would not adversely affect other landscape features.

Policy E15 seeks to ensure the survival and retention of healthy mature trees as part of development proposals. Where the loss of woodland, trees or hedgerows is unavoidable, the developer will be required to undertake equivalent replacement planting.

Policy E16 promotes the protection of significant individual trees, tree groups and shelter belts through Tree Preservation Orders. No new development shall be sited within 20 metres of the trunk of a protected tree or within 10 metres of its canopy, whichever is the greater. Through its Urban Forestry Strategy, the Council will promote and support additional woodland planting, promote the enhancement of existing woodland and to ensure the sympathetic integration of new trees in woodlands,



particularly in Areas of Great Landscape Value where there will be a presumption against large scale coniferous afforestation.

Policy E18 protects identified sites of local nature conservation interest. Development within or affecting Sites of Interest for Nature Conservation will not be permitted unless there are appropriate mitigation measures to enhance or safeguard the nature conservation interest of the site.

Policy E19 encourages sympathetic management of Sites of Interest for Nature Conservation (SINCs) and the creation of new habitats.

Policy E20 says that outwith the area identified in policies E17 and E18, the Council will seek to maintain and improve the nature conservation and biodiversity value of the countryside when considering development proposals.

Policy E22 says that development proposals which have the potential to harm a protected plant or animal species or its habitat will not be permitted unless the protection of species can be secured through the appropriate design and construction methods.

Policy E23 says that in the Green Belt and countryside policy areas, development, improvement or extension of outdoor recreational and sporting facilities will only be supported in certain circumstances.

Policy E27 encourages and supports a number of measures for the protection and enhancement of the recreational potential of the River Almond, Water of Leith and their tributaries.

Policy E30 says that any planning application affecting a site of archaeological significance will require an archaeological field evaluation to be undertaken in consultation with the Council's Archaeologist.

Policy E31 says that the Council will seek to negotiate management agreements with landowners of archaeological sites to provide for their future preservation and where appropriate for access and interpretative facilities.

Policy E32 seeks to ensure that proposals affecting a listed building will be considered for their effect on the character of the building. The restoration of architectural character will be an overriding consideration. Alterations will only be permitted where they respect the architectural integrity of the building.

Policy E34 says that to protect the setting and character of development in the grounds of listed country houses, development in their grounds will only be permitted where the relationship of the original buildings to the policies is not compromised.

Policy E41 encourages high standards of design for all development and its careful integration with its surroundings in terms of scale, form, siting, alignment and materials. New development should improve energy efficiency and reduce noise pollution.

Policy E42 requires new buildings to make a positive contribution to the overall quality of the environment and the street scene, making provision for high quality landscaping and, where appropriate, new open spaces.

Policy E45 says that as a general principle all new residential and business development should be designed to avoid or manage any threat to susceptible properties from a 200 year flood.

Policy E46 states that planning applications should demonstrate that proposals will not result in a significant increase in surface water run-off relative to the capacity of the receiving water course in flood risk areas.

Policy E50 supports public art which enhances the main approaches to the city, buildings and spaces and which contributes to the visual interest and quality of the public environment.

Policy E52 encourages proposals to improve the quantity and quality of open space provision. Where appropriate, the Council will work with the relevant landowner and interested parties to secure the implementation of Proposals (ENV1 - 7).

Policy H2 says that housing development will be supported on sites HSP1 to HSP8.

Policy H5 states that all new housing should harmonise with and reflect the character of its surroundings and should adhere to the criteria set out in the policy.

Policy H6 says that development which would significantly damage residential amenity will not be permitted in residential areas within the defined settlement boundary.

Policy H7 states that planning permission for residential development, including conversions, consisting of 12 or more units, should include provision for affordable housing amounting to 25% of the total number of units proposed.

Policy H9 says that the Council will encourage and promote developments designed to increase the range and type of housing available within the local plan area.

Policy H11 states that the Council will support the retention of existing community facilities where there is a proven need and no suitable replacement facilities are available.

Policy TRA1 says that development with the potential to generate significant levels of personal travel should be located on sites which minimise the need to travel and are easily accessible by foot, cycle or public transport.

Policy TRA2 states that proposals will not be permitted where it would have an unacceptable impact on the existing road network; public transport operations; air quality; road safety, residential amenity and walking and cycling.

Policy TRA3 says that a transport assessment will normally be required for significant development proposals.

Policy TRA4 says that development proposals should make specific provision for the needs of cyclists and pedestrians and provide convenient and safe access to existing or proposed networks where practicable.

Policy R4 says that proposals for retail development which would serve a catchment area extending significantly beyond Rural West Edinburgh, will not be permitted.

### **Relevant policies of the Proposed Local Development Plan.**

Second Proposed LDP Policy Del 1 (Developer Contributions) identifies the circumstances in which developer contributions will be required.

Second Proposed LDP Policy Del 2 (Retrospective Developer Contributions) identifies developer contributions will be sought for the tram network and other infrastructure identified in the Action Programme.

Second Proposed LDP Policy Des 1 (Design Quality and Context) sets general criteria for assessing design quality and requires an overall design concept to be demonstrated.

Second Proposed LDP Policy Des 2 (Co-ordinated Development) establishes a presumption against proposals which might compromise the effect development of adjacent land or the wider area.

Second Proposed LDP Policy Des 3 (Development Design - Incorporating and Enhancing Existing and Potential Features) supports development where it is demonstrated that existing and potential features have been incorporated into the design.

Second Proposed LDP Policy Des 4 (Development Design - Impact on Setting) sets criteria for assessing the impact of development design against its setting.

Second Proposed LDP Policy Des 5 (Development Design - Amenity) sets criteria for assessing amenity.

Second Proposed LDP Policy Des 6 (Sustainable Buildings) sets criteria for assessing the sustainability of new development.

Second Proposed LDP Policy Des 7 (Layout design) sets criteria for assessing layout design.

Second Proposed LDP Policy Des 8 (Public Realm and Landscape Design) sets criteria for assessing public realm and landscape design.

Second Proposed LDP Policy Des 9 (Urban Edge Development) sets criteria for assessing development on sites at the Green Belt boundary.

Second Proposed LDP Policy Des 11 (Tall Buildings - Skyline and Key Views) sets out criteria for assessing proposals for tall buildings.

Second Proposed LDP Policy Env 3 (Listed Buildings - Setting) identifies the circumstances in which development within the curtilage or affecting the setting of a listed building will be permitted.

Second Proposed LDP Policy Env 7 (Historic Gardens and Designed Landscapes) protects sites included in the national Inventory of Gardens and Designed Landscapes and other historic landscape features.

Second Proposed LDP Policy Env 8 (Protection of Important Remains) establishes a presumption against development that would adversely affect the site or setting of a Scheduled Ancient Monument or archaeological remains of national importance.

Second Proposed LDP Policy Env 9 (Development of Sites of Archaeological Significance) sets out the circumstances in which development affecting sites of known or suspected archaeological significance will be permitted.

Second Proposed LDP Policy Env 10 (Development in the Green Belt and Countryside) identifies the types of development that will be permitted in the Green Belt and Countryside.

Second Proposed LDP Policy Env 11 (Special Landscape Areas) establishes a presumption against development that would adversely affect Special Landscape Areas.

Second Proposed LDP Policy Env 12 (Trees) sets out tree protection requirements for new development.

Second Proposed LDP Policy Env 15 (Sites of Local Importance) identifies the circumstances in which development likely to affect Sites of Local Importance will be permitted.

Second Proposed LDP Policy Env 16 (Species Protection) sets out species protection requirements for new development.

Second Proposed LDP Policy Env 20 (Open Space in New Development) sets out requirements for the provision of open space in new development.

Second Proposed LDP Policy Env 21 (Flood Protection) sets criteria for assessing the impact of development on flood protection.

Second Proposed LDP Policy Env 22 (Pollution and Air, Water and Soil Quality) sets criteria for assessing the impact of development on air, water and soil quality.

Second Proposed LDP Policy Hou 1 (Housing Development) supports housing on appropriate sites in the urban area, and on specific sites identified in the plan.

Second Proposed LDP Policy Hou 2 (Housing Mix) requires provision of a mix of house types and sizes in new housing developments to meet a range of housing needs.

Second Proposed LDP Policy Hou 3 (Private Green Space in Housing Development) sets out the requirements for the provision of private green space in housing development.

Second Proposed LDP Policy Hou 4 (Housing Density) sets out the factors to be taken into account in assessing density levels in new development.

Second Proposed LDP Policy Hou 6 (Affordable Housing) requires 25% affordable housing provision in residential development of twelve or more units.

Second Proposed LDP Policy Hou 10 (Community Facilities) requires housing developments to provide the necessary provision of health and other community facilities and protects against valuable health or community facilities.

Second Proposed LDP Policy Tra 2 (Private Car Parking) requires private car parking provision to comply with the parking levels set out in Council guidance, and sets criteria for assessing lower provision.

Second Proposed LDP Policy Tra 3 (Private Cycle Parking) requires cycle parking provision in accordance with standards set out in Council guidance.

Second Proposed LDP Policy Tra 4 (Design of Off-Street Car and Cycle Parking) sets criteria for assessing design of off-street car and cycle parking.

Second Proposed LDP Policy Tra 7 (Public Transport Proposals and Safeguards) prevents development which would prejudice the implementation of the public transport proposals and safeguards listed.

Second Proposed LDP Policy Tra 8 (Cycle and Footpath Network) prevents development which would prevent implementation of, prejudice or obstruct the current or potential cycle and footpath network.

Second Proposed LDP Policy RS 6 (Water and Drainage) sets a presumption against development where the water supply and sewerage is inadequate.

Second Proposed LDP Policy Ret 4 (Local Centres) sets criteria for assessing proposals in or on the edge of local centres.

**Non-statutory guidelines** on Developer Contributions and Affordable Housing gives guidance on the situations where developers will be required to provide affordable housing and/or will be required to make financial or other contributions towards the cost of, providing new facilities for schools, transport improvements, the tram project, public realm improvements and open space.

**Non-Statutory guidelines** Edinburgh Design Guidance supports development of the highest design quality and that integrates well with the existing city. It sets out the Council's expectations for the design of new development, including buildings and landscape, in Edinburgh.

# Appendix 1

## **Application for Planning Permission in Principle 15/04318/PPP**

**At Land 1000 Metres NW SW And West Of Hermiston  
Junction M8, Gogar Station Road, Edinburgh  
Proposed residential development, local centre (including  
Class 1, Class 2 and Class 3 uses), community facilities  
(including primary school and open space), green network,  
transport links, infrastructure, ancillary development and  
demolition of buildings.**

### **Consultations**

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#### **City Strategy and Economy comment**

*Edinburgh's economic strategy, "A Strategy for Jobs 2012-17" aims to achieve sustainable economic growth through supporting the creation and safeguarding of jobs in Edinburgh. A key element of delivering jobs-driven economic growth is the provision of an adequate supply of workplaces.*

#### *Commentary on existing uses*

*The site is a 54 hectare piece of open land bounded by the A8 to the northeast, the A720 to the east, a railway line to the south, the M8 to the south, Gogar Station Road to the southwest and the Gogar Burn to the northwest. The Gogar Burns runs across the site at both the far north and far south.*

*The land, which is designated by the emerging Local Development Plan as part of the green belt and as an area of importance for flood management, currently comprises approximately 44 hectares of arable land used for the growing of cereal crops and a 10 hectare poultry farm (the Gogarburn Broiler Farm).*

*Per the "Economic Report on Scottish Agriculture 2015", in 2014, cereal farms in Scotland supported, on average, a farm gate value of £620 per hectare per annum and a standard labour requirement of 0.01 jobs per hectare, while poultry farms supported, on average, a farm gate value of £10,982 per hectare per annum and a standard labour requirement 0.07 jobs per hectare. This indicates that the land could, if fully utilised, be expected to support a total farm gate value of £137,100 per annum and a standard labour requirement equivalent to 1 full-time equivalent job.*

*The site is in close proximity to Edinburgh Park Business Park to the east and to the Royal Bank of Scotland headquarters complex and business school at Gogarburn to the northwest, albeit the sites are separated by the A720 and the Gogar Burn.*

#### *Commentary on proposed uses*

### *Shops/financial & professional/food and drink (class 1/2/3)*

*The proposed development would deliver 1,860m<sup>2</sup> of class 1/2/3 space (gross), comprising a new neighbourhood centre. The variety of uses makes assessing the likely jobs impact of this element of the proposed development challenging. Given average employment densities, a lower-end figure of 78 full-time equivalent jobs if fully let is thought to be realistic (assuming 1,488m<sup>2</sup> of net internal floorspace, fully let). This could be expected to support a further 26 jobs throughout Scotland via multiplier effects.*

*It is estimated that the neighbourhood centre would directly support approximately £2.3 million of gross value added per annum (2013 prices) and a further £1.1 million throughout Scotland via multiplier effects.*

*Given average household expenditure levels, a development of 1,500 residential units could, if fully occupied, be expected to generate £30.3 million of additional household expenditure per annum. This would include £10.7 million of expenditure on items that could reasonably be expected to mainly be purchased locally (defined here as food and drink; household goods and services; personal care products; newspapers, books and stationery; medical products; clothing and footwear; and minor recreational items).*

*In 2014, sales densities (sales per unit of floor-space per year) for UK supermarkets averaged £1,150 per sq ft (£12,379 per m<sup>2</sup>). This suggests that 1,860m<sup>2</sup> of retail space could, if fully occupied, be expected to turnover approximately £23.0 million per annum. This would suggest that the scale of the neighbourhood centre is larger than could be sustained by the new residential units alone. However, it is recognised that some of the units comprising the neighbourhood centre are likely to have significantly lower sales densities than supermarkets. Additionally, it is noted that the neighbourhood centre will also receive custom from the staff of the primary school and from workers in Edinburgh Park. It is noted that Edinburgh Park is already served by retail outlets at the Gyle and at Hermiston Gait so there is likely to be some degree of displacement as some workers currently shopping at these locations choose to visit the neighbourhood centre instead.*

### *Residential (class 9)*

*The proposed development would deliver up to 1,500 residential units (with the exact number to be confirmed by subsequent applications). This would in turn deliver up to 376 affordable units via the Affordable Housing Policy.*

*Given average household expenditure levels, a development of 1,500 residential units could, if fully occupied, be expected to generate £30.3 million of additional household expenditure per annum. As noted above, some of this additional expenditure can be expected to be made within the neighbourhood centre.*

### *Non residential institutions (class 10)*

*The proposed development would deliver a 5,000m<sup>2</sup> primary school. Based on typical staff-to-floorspace ratios, a primary school of this scale could be expected to employ approximately 25 teachers, along with a similar number of support staff. This could be expected to support a further 13 jobs throughout Scotland via multiplier effects.*

*It is estimated that the primary school would directly support approximately £0.9 million of gross value added per annum (2013 prices) and a further £0.4 million throughout Scotland via multiplier effects.*

#### *Sundry*

*The development occupies a strategic location between the major office developments of Edinburgh Park and RBS Gogarburn and proximate to Edinburgh Airport, Edinburgh Park rail station and tram halt and Gogarburn tram halt. It could therefore be considered that it would be appropriate to expect an element of class 4 space on the site. However, it is recognised that there is 16,000m<sup>2</sup> of un-let office space within Edinburgh Park and that additional space is scheduled to be delivered within the International Business Gateway development to the north, meaning the development of new office space on a speculative basis is unlikely to be commercially attractive in this location.*

#### **SUMMARY RESPONSE TO CONSULTATION**

*It is estimated that the proposed development would, if fully occupied, directly deliver approximately 128 jobs on site plus a further 39 jobs throughout Scotland via multiplier effects, giving a total impact of approximately 167 jobs. By comparison, it is calculated that the existing agricultural uses could support approximately 1 full-time equivalent job if fully utilised.*

*It is estimated that the development would, if fully occupied, directly support £3.2 million of gross value added per annum on site (2013 prices) plus a further £1.5 million throughout Scotland via multiplier effects, giving a total impact of approximately £4.7 million per annum. By comparison, it is calculated that the current uses of the site could be expected to generate a farm gate value of approximately £0.1 million per annum if fully utilised.*

*The development is therefore expected to significantly increase the jobs and economic output associated with the site, as well as providing up to 1,500 new homes and a primary school.*

*The majority of the new jobs and gross value added are expected to be net additional. However, it is anticipated that there will be an element of displacement from the Gyle shopping centre and Hermiston Gait retail park as some workers from Edinburgh Park currently spending money at these locations choose to instead spend money at the new neighbourhood centre.*

*The proximity of the site to Edinburgh Park and RBS Gogarburn and to air and rail transport hubs suggests that the inclusion of an element of class 4 space within the development could be appropriate. However, it is recognised that new speculative office development is unlikely to be commercially viable in this location at present given the competition from the existing vacant office units at Edinburgh Park and the planned office development at the International Business Gateway.*

*This response is made on behalf of City Strategy and Economy.*



## **Police Scotland initial comment**

*We strongly recommended that the architect and client meet with a Police Architectural Liaison Officer to discuss Secured by Design principles and crime prevention through environmental design in relation to this development.*

## **Historic Environment Scotland comment**

*On 1 October 2015, Historic Scotland and The Royal Commission on the Ancient and Historical Monuments of Scotland (RCAHMS) ceased to operate and have been replaced by a new organisation, Historic Environment Scotland (HES). This new organisation (which is a Non Departmental Public Body) was established by the Historic Environment Scotland Act 2014.*

*Consultations received by Historic Scotland before 1 October require a response direct from Scottish Ministers. This letter contains Scottish Ministers' comments for our historic environment interests in this context. That is world heritage sites, scheduled monuments and their setting, category A listed buildings and their setting and gardens and designed landscapes and battlefields on their respective Inventories. Your Council's archaeology and conservation advisors will be able to provide advice on matters including impacts on unscheduled archaeology and category B and C listed buildings.*

*Ministers have sought the advice of Historic Environment Scotland on the proposals and on the adequacy of the environmental statement. This advice is set out in the Annex below. While Ministers do not consider that the application raises such issues of national interest that they would raise a formal objection for their historic environment interests, we would refer you to Historic Environment Scotland's advice and the concerns they raise.*

*Annex:*

### *Historic Environment Scotland's Advice*

*Having reviewed the Planning Application and Environmental Statement (ES), we recommend that mitigation measures are explored to lessen this impact upon the Millburn Tower Garden and Designed Landscape. However, Historic Environment Scotland does not consider that the proposals raise historic environment issues of national significance. Please contact Alasdair McKenzie on 0131 668 8924 or [alasdair.mckenzie@gov.scot](mailto:alasdair.mckenzie@gov.scot) should you wish to discuss this advice.*

### *Inventory Garden and Designed Landscape: Millburn Tower*

*The proposed development is located immediately to the east of the Millburn Tower designed landscape, which is included in the Inventory of Gardens and Designed Landscapes in recognition of its national importance. An early 19th century informal landscape, it has outstanding historical value and high architectural and horticultural, arboricultural, and silvicultural value. Set on relatively flat ground and surrounded by extensive shelterbelts, it is an inward-looking designed landscape. We agree with assessment in the submitted ES that development to the east will have an impact on the designed landscape, altering the character of the surrounding landscape from agricultural to urban. We agree that this impact will not be significant. However we*

would like to make the following recommendation to mitigate this impact on the designed landscape:

*A small planted buffer is proposed along the west side of the development to further screen development from view from the designed landscape. However, we would recommend that this planted buffer is increased in size and planted with tree species appropriate to the designed landscape. This will help both screen new development in views from the estate and by using similar tree species, will help blend new housing into its landscape setting. Finally, we recommend that consideration is given to enhancing the proposed planting mitigation to ensure that views of the new development are screened in views on the approach into the designed landscape from the south, as illustrated in the submitted photomontage (Figure 11, viewpoint 3).*

## **SEPA comment**

*We object to this planning application on the grounds of lack of information. We will review this objection if the issues detailed in Sections 1, 2 and 3 below are adequately addressed.*

*This is an application for planning permission in principle. The issues we consider need to be addressed are principle issues and relate to flood risk, River Basin Management Planning and the Controlled Activities Regulations.*

*Before the principle of this proposed development can be established it is necessary for the applicant to demonstrate that it is compatible with the principles, for instance, of avoiding an increase in flood risk. To demonstrate this compatibility, we consider it is necessary for the applicant to provide in support of this application the further detail, information and assessment we identify below.*

### *Advice for the planning authority*

#### *1. Flood Risk*

*1.1 We object to the proposed development on the grounds that it may place buildings and persons at flood risk contrary to Scottish Planning Policy.*

*1.2 In the event that the planning authority proposes to grant planning permission contrary to this advice on flood risk, the Town and Country Planning (Notification of Applications) (Scotland) Direction 2009 provides criteria for the referral to the Scottish Ministers of such cases. You may wish to consider if this proposal falls within the scope of this Direction.*

*1.3 The proposal is for a mixed development on land east of Millburn Tower, Gogar, Edinburgh (NGR NT 17418 71851). The site is currently in arable agricultural use and is located to the west of Edinburgh and forms part of a larger site known as Edinburgh's Garden District. The proposed development site is approximately 56 ha and is located to the south of the A8, west of the A720 Edinburgh Bypass and to the north of the Glasgow-Edinburgh railway line.*

*1.4 The SEPA Flood Map shows significant areas of flooding from the Gogar Burn at the north and south ends of the site and a diagonal strip of flooding from the south-west*

corner of the site to the north-east corner. Floodwaters in the Gogar Burn can back up from the entrance to the culvert under the A720 due to under-capacity and partial blockage.

1.5 A flood risk assessment (FRA) was undertaken by Kaya Consulting (December 2014). A strategic flood risk assessment (SFRA) was also prepared for the general area by Kaya Consulting (February 2015). The FRA was most recently updated in September 2015. It includes an assessment of risk from both the Gogar and Lesser Mill Burns and a proposed realignment of the Gogar Burn which is currently being considered by the Forth Fisheries Trust.

1.6 The Gogar Burn channel realignment has been proposed to bypass the culverted reach of the watercourse under Edinburgh Park which is currently considered a barrier to fish and wildlife movement. Daylighting the channel should restore the links between the upstream and downstream culverted reach of the Gogar Burn and generally improve its ecological status.

1.7 SEPA has already agreed the hydrology with Kaya Consulting for the Gogar and Lesser Mill Burns and has previously commented on the hydraulic modelling of the baseline scenario. SEPA and the City of Edinburgh Council had requested that 25% blockage of the culvert under the A720 be included in the baseline scenario. We note that the previous hydraulic model in ISIS 1D/2D has been transferred to Flood Modeller. We also note that there is still no survey data available for the Lesser Mill Burn adjacent to the proposed development site. The burn is partly culverted but this culvert is not included. There is a risk of blockage at any culvert. The FRA indicates that any flooding may be more likely to occur towards the adjoining estate rather than the proposed development site: the south-west part of the site, however, is lower than the land on the opposite bank. The proposed development site receives some flood protection from an informal low bund. The FRA indicates that if this bund is overtopped or breached then floodwaters would enter the proposed development site and tend to flow in a northerly direction. The FRA states that this will be taken into account in the design of the site. SEPA would emphasize that it will not support any new development on the floodplain of a greenfield site which is reliant on a flood defence, informal or formal, for protection. We advise that there is considerable uncertainty attached to the model output for the Lesser Mill Burn and it should be treated with caution and we recommend that the FRA should include an assessment of the area of the site that may be at risk should the bund along this watercourse be overtopped or breached.

1.8 We are generally satisfied with the modelling of the Gogar Burn for the existing site and recommend, as before, that the scenario with 25% culvert blockage is probably closer to what would be expected during a 0.5% AEP (1:200) flood (Figure 14 in the FRA report). The flood extent is similar to that of the SEPA Flood Map for a 0.5% AEP (1:200) flood.

1.9 The hydraulic model has been modified to incorporate the proposed river realignment of the Gogar Burn. The River Forth Fishery Trust is apparently undertaking a feasibility study for the new channel but currently there is no detailed design available apart from its general location. Kaya Consulting has had to assume, therefore, a theoretical channel geometry in order to model it to determine its likely impacts. It has assumed that it will be a two stage channel with sloping sides of 1 in 3 or 1 in 2. The

*FRA states that the channel with 1 in 3 slopes will be a total of 45 m wide: SEPA calculates, however, that it will be only 21 m wide based on the dimensions provided. The FRA refers to the narrower of the two channels being 21 m wide at bank height but SEPA calculates this to be 17 m wide. SEPA has discussed this matter with the consultant who indicated that the 45 m probably relates to the width of the river corridor and not the width of the watercourse at bank height. The consultant has indicated that the average gradient of the new channel will be approximately 1 in 140. SEPA has undertaken some basic hydraulic calculations and is satisfied that the proposed channel dimensions should be adequate to contain the estimated 0.5% AEP (1:200) flood. Details must be provided as part of the planning application, however, to support these assumptions.*

*1.10 The FRA states that the narrower of the two channels was incorporated into the hydraulic model and rerun with 25% culvert blockage so that it can be compared with the baseline scenario. In conversation with Kaya Consulting it was suggested that it may have been the proposed channel with 1 in 3 slopes that had been modelled and not the one with 1 in 2 slopes as suggested in the FRA. This point must be clarified.*

*1.11 Figure 20 in the FRA indicate the flood extent output from the model which indicates that the new channel should contain the estimated 0.5% AEP (1:200) flood without overtopping on to the site. There is less flooding in the southern area of the site because there will be less backing up of flows from the A720 culvert due to most of the flow now being conveyed in the new channel and a much reduced flow entering the culverts under the A720 and Edinburgh Park. We note that there is also less flooding in the north-east part of the site due to flows being contained within the new channel. While flooding in the north-west part of the site does not look any more extensive than for the existing site, the hydraulic model output indicates that the depths of flooding upstream of the Gogar Station Road culvert would be greater. This was confirmed in conversation with the consultant. The FRA states that "the model indicates that diversion channel will not increase flooding risk upstream or downstream of the site". A greater depth of floodwater upstream of Gogar Station Road culvert would suggest that the higher head of water immediately upstream of the bridge might push more flow through the culvert thus increasing downstream flows. We request additional evidence that post development flows downstream of the site will not be greater than at present: this might be in the form of a comparison of downstream flood levels and/or peak flows.*

*1.12 The section of the FRA report devoted to pluvial flood risk is brief and there is no modelling to inform the potential extent of pluvial flood risk. It is suggested that there will be limited surface water runoff entering the site because the A720 embankment will prevent surface water entering from the east and the railway embankment will reduce the surface water entering from the south. However we would suggest that surface water runoff from both the City Bypass and the railway could enter the site and this should be considered when assessing the overall pluvial risk to the site. The FRA advised that surface waters can enter the site from the south-west and to a limited extent from the north. Management of surface water runoff on the site will likely require dedicated space on the site and details of this dedicated space should be identified in plans supporting this application.*

*1.13 There is likely to be field drainage throughout the site. This might also be connected to areas outwith the site. The drainage network should be identified to ensure that flow paths are understood and are not cut off without the water being*

*intercepted and dealt with so as not to create flooding problems on the site or along the site boundaries.*

*1.14 The risk of flooding to the site from any drainage infrastructure should be considered. The proposed site layout should take account of any Scottish Water infrastructure or other drainage and no built development should be located over these.*

*1.15 The risk of groundwater flooding to the site should be considered. No information is currently available.*

*1.16 Surface water runoff from the developed site should be treated and attenuated by SUDS. The site currently drains to the Gogar Burn. We would expect any discharge to the Gogar Burn from the SUDS to be attenuated to greenfield runoff rates which should be agreed with the City of Edinburgh Council.*

### *Summary*

*1.17 We acknowledge that the proposed realigned Gogar Burn through the proposed development site should have environmental benefits and that it will reduce the extent of fluvial flooding on the proposed development site and reduce the risk of flooding to Edinburgh Park. There is some uncertainty as to the size of channel that has been incorporated into the model referred to in the FRA and this should be confirmed in support of the application. There is also some concern that the FRA states that there is no increased risk of flooding upstream or downstream yet the model output suggests that there may be greater depths of flooding immediately upstream of the Gogar Station Road culvert. Additional evidence is needed that post development flows downstream of the site will not be greater than at present; this might be in the form of a comparison of downstream flood levels and/or peak flows. We would also highlight that there may be some risk of flooding to the site from the Lesser Mill Burn. The south-west part of the proposed development site is protected by an informal bund. SEPA cannot support new development on the floodplain of a greenfield site protected by an informal or formal flood defence. There is considerable uncertainty attached to the assessment of flood risk from this small watercourse as it has not been fully surveyed and no account has been taken of a culvert.*

*1.18 In summary, clarification is needed on the following points before we could consider reviewing our objection to the proposed development.*

- Confirmation regarding the realigned channel dimensions.*
- Confirmation of the dimensions of the channel used in the model to represent the post-flood scenario.*
- Additional evidence that post development flows downstream of the site will not be greater than at present; this might be in the form of a comparison of pre and post development downstream flood levels and/or peak flows.*
- An assessment of the area of the site that may be at risk of flooding from the Lesser Mill Burn should the existing bund be overtopped or breached i.e. the functional floodplain with the bund removed.*

## *2. River Basin Management Planning*

2.1 SEPA classifies the Gogar Burn as being downgraded in ecological status due to fish barriers, physical condition (hydro morphology) and water quality issues. Scotland's second River Basin Management Plan (2016 to 2021) is to be published at the end of 2015 and SEPA will be seeking to work with local authorities to advance restoration of water bodies which are at less than good status. We advise the City of Edinburgh Council to consider this site in relation to the whole of the Gogar Burn to ensure a strategic approach to the wider river catchment

2.2 Genuine restoration of the culverted section of watercourse at the proposed location could enhance the physical condition of the Gogar Burn. This depends very much on the technical detail of any designed channel and river corridor, and its successful installation and ongoing maintenance post-construction are key elements which need to be addressed when establishing the principle of this proposed development. More detail, therefore, is required.

2.3 SEPA's Water Environment Fund is in discussion with the River Forth Fisheries Trust about potential river restoration at this site and an initial scoping exercise will conclude soon. The fund will only support restoration measures which achieve Scotland's River Basin Management Plan objectives and which are eligible for WEF funding. Any further involvement of the fund, and the degree of that involvement, will be determined through its application process.

### 3. Controlled Activities Regulations

#### Surface Water

3.1 Table 1 omits land requirements for SUDS basins. It is not possible to assess whether the basin shown on preliminary drawing are appropriately sized.

3.2 It is important that footprint of basins should be calculated (i.e. using treatment volumes and basin design guidance) and drawings amended, if necessary, to allow confidence that the applicants have planned for the position of the basins relative to the new channel, the 1:200 floodplain and surrounding development. (The non-technical summary states clearly that the 1:200 year flow is contained within the river banks and SUDS should be placed outside of this.)

3.3 There appears to be scope for above ground source treatment as alternative to filter trenches e.g. roadside swales. "Safe access and egress will be maintained by designing the SUDS system without utilising temporary above ground storage". This statement suggests the applicants are omitting features like swales for reasons of health and safety without clarifying these reasons. Roadside swales are a common feature of new developments. Further information is needed from the selection of source control SUDS to the range of options available, as detailed in the SUDS Manual.

#### Foul Water

3.4 Scottish Water has stated there is capacity for 10 houses at this house and, therefore, there is no capacity for this development of 1500 houses, school, commercial areas, etc.

3.5 We consider it may not be possible to issue a private discharge consent at this site considering the size of development and the condition of the watercourse. The applicants need to provide details of their proposals for foul water with evidence that these proposals can be achieved.

*Gogar Burn diversion*

3.6 There are references to the Forth Fisheries Trust involvement in designs for the channel.

3.7 The design of the realigned channel, including the design for the crossings, is subject to approval by SEPA by means of a CAR licence application. The application needs to contain plans for the realignment which we consider SEPA could potentially licence.

3.8 There are no details of buffer strips along watercourses. We do these buffer strips are included as good practice.

### **SEPA further comment**

*(The agent) wrote to propose providing information which (they) considered would address the issues related to flood risk which we have advised the City of Edinburgh Council need to be resolved before this application can be determined.*

*We do not consider that this proposed information would address these issues.*

*On the basis of this information, we would have to maintain our objection to the proposed development on the grounds that it may place buildings and persons at flood risk contrary to Scottish Planning Policy. Following is our technical assessment.*

#### *Detailed advice for the applicant*

##### *1. Flood Risk*

1.1 On 20 October 2015 (our reference PCS/142872), SEPA objected to planning application 15/04318/PPP for a mixed use development on land east of Millburn Tower, Gogar, Edinburgh (NGR NT 17418 71851). A flood risk assessment (FRA) undertaken by Kaya Consulting indicated that there is an existing risk of flooding on the application site. The 0.5% AEP (1:200) floods outline, which includes a degree of culvert blockage, looks similar to the flood outline of the SEPA Flood Map.

1.2 In our response we requested confirmation of the channel dimensions used in the hydraulic model as this might have some implications for the flood extents contained within the FRA. Your email refers to the "new" channel and design options. This would be for future discussion and all options would need to be modelled to demonstrate their impact on future flood extents, and flood risk on the site and elsewhere. What we were highlighting was that it was unclear what channel dimensions were represented in the consultant's hydraulic model used in the production of the FRA.

1.3 In our previous response we highlighted that the post-development flood extent indicated that there would be a greater depth of flooding upstream of the Gogar Station

*Road culvert. A greater depth of floodwater at this location could be an indicator that downstream flows would be increased as a result of a shortening of the river reach. Any increase in flood risk downstream of the application site as a consequence of development of the site is unacceptable. We must maintain our objection to the proposed development on this site until it can be demonstrated that the proposed development of this site will not increase the risk of flooding downstream.*

*1.4 In your email you write that further information will be provided on how flooding from the Lesser Mill Burn will be addressed. It is necessary to identify what parts of the site are at risk of flooding from the watercourse should the existing bund be overtopped or breached. We need to confirm that SEPA does not support built development on a greenfield site behind a flood defence. To be clear, we expect the area at risk from this watercourse to be determined and for built development to be excluded from this area.*

### **SEPA further comment**

*In addition to the information on which you consulted us on 30 November 2016, Holder Planning on 06 January 2016 sent you, copied to SEPA, a report from Kaya Consulting Limited (Ref: KC822/CA/MS/YK) of 24 December 2015. This information was aimed at addressing SEPA's objection of 20 October 2015 (our reference PCS/142872) to planning application 15/04318/PPP on the grounds of lack of information.*

*On the basis of this information, we are able to withdraw our objection but we advise of the need for further information when the proposed development reaches its more detailed stages.*

#### **1. Flood Risk**

*1.1 We are now in a position to remove our objection to the proposed development on the basis of lack of information on flood risk grounds. Notwithstanding the removal of our objection, we expect the City of Edinburgh Council to undertake its responsibilities as the Flood Prevention Authority.*

*1.2 The proposal is for a mixed development on land east of Millburn Tower, Gogar, Edinburgh (NGR NT 17418 71851). The site is currently in arable agricultural use and is located to the west of Edinburgh and forms part of a larger site known as Edinburgh's Garden District. The proposed development site is approximately 56 ha and is located to the south of the A8, west of the A720 Edinburgh Bypass and to the north of the Glasgow-Edinburgh railway line.*

*1.3 A flood risk assessment (FRA) was undertaken by Kaya Consulting (December 2014). This was updated in September 2015. It includes an assessment of risk from both the Gogar and Lesser Mill Burns and a proposed realignment of the Gogar Burn. SEPA reviewed the FRA and responded on 20 October 2015 with an objection. It requested clarification of a number of points before it would consider removing its objection. The list of points is provided below.*

- Confirmation regarding the realigned channel dimensions.*
- Confirmation of the dimensions of the channel used in the model to represent the post-flood scenario.*



- *Additional evidence that post development flows downstream of the site will not be greater than at present: this might be in the form of a comparison of pre and post development downstream flood levels and/or peak flows.*
- *An assessment of the area of the site that may be at risk of flooding from the Lesser Mill Burn should the existing bund be overtopped or breached, i.e. the functional floodplain with the bund removed.*

*1.4 Kaya Consulting wrote to the planning authority on 23 November 2015 addressing some of the above points raised by SEPA. It confirms that the proposed channel, and that modelled, has a base width of 3.0 m and 1:3 side slopes. It is 2.0 m deep with 3.0 m wide berms on either side, approximately 1.0 m above the channel invert. The total channel top width will be 21.0 m but a 42.0 m wide corridor has been recommended. We note that the drawings included in this letter show a freeboard of approximately 400 mm above the 0.5% AEP (1:200) flood level. The letter also shows that one of the berms could be removed, narrowing the channel width by 3.0 m and still contain the 0.5% AEP (1:200) flood but with a reduced freeboard.*

*1.5 The proposed new channel will divert the river over a much shorter length than the existing channel. This channel will be steeper as a consequence of being shorter and the flow velocities faster as a consequence. The peak time of travel will also be increased slightly. The letter states that the proposals will have more flood storage than the current situation but this is not explained. The belief that more storage will be available may be because the current culverted reach of the watercourse will be bypassed in an open channel. The consultant has listed a number of potential options in the November letter to increase the available storage through the site.*

*1.6 The consultant's letter of 24 December 2015 describes additional modelling work that has been undertaken to investigate the provision of additional flood storage. An area in the north-west of the site, immediately south of the Gogar Burn, has been allocated for green space and identified as being at risk of flooding to a 0.5% AEP (1:200) flood. The consultant proposes that the storage volume within this area is increased. The consultant presents pre and post development hydrographs downstream of Gogar Station Road and 750 m downstream of the site to demonstrate that not only can the proposed flood storage be used to ensure that the flood hydrograph peak is not increased by the proposed development but it can provide some reduction of the peak flows downstream. The consultant states that further work on this will be required as proposals are developed further. No details of the proposed flood storage volume or dimensions have been provided at this stage. We would advise at this stage that if the greenspace area is insufficient to provide the necessary flood storage, for example if groundwater levels restrict the depth of excavation required, then an area designated for future built development might have to be used for flood storage. We also advise of the need for a range of flood hydrographs to be modelled at the detail stage to ensure that there is no increase in downstream peak flows for all return period events up to the 0.5% AEP (1:200) flood.*

*1.7 The November 2015 letter explains that the Lesser Mill Burn is conveyed under the Gogar Station Road to the site by two culverts; one of 430 mm diameter and another 600 mm diameter. The FRA estimates that the 0.5% AEP (1:200) flood is approximately 2.5 m<sup>3</sup>s<sup>-1</sup> but the capacity of the culverts is only 0.6 m<sup>3</sup>s<sup>-1</sup>. The consultant states that no more than 0.6 m<sup>3</sup>s<sup>-1</sup> can be passed on to the channel adjacent to the application site whilst the floodwater upstream will overtop the burn*

banks. Floodwater may overtop Gogar Station Road and enter back into the channel downstream of the road but some might enter the application site.

1.8 The consultant has advised that any floodwater from the Lesser Mill Burn that enters the application site directly or across the Gogar Station Road could be redirected to the Gogar Burn along proposed green corridors as indicated in Figure 4 of the letter (November 2015) or intercepted and directed northward to enter the Gogar Burn close to the downstream end of the site. The consultant advises that the best and most practical option would be prepared in more detail at detailed planning stage.

1.9 The consultant has confirmed that there is no bunding along the Lesser Mill Burn and believes that the higher ground rising above the river is natural. We suggest that it may have been formed, at least in part, over many years with materials dredged from the small watercourse and deposited on the top of the bank.

1.10 In summary the consultant has addressed the points that SEPA raised in its previous planning response for the application site. The proposed channel dimensions and those adopted in the hydraulic model have been confirmed and have been shown to accommodate the estimated 0.5% AEP (1:200) flow with about 400 mm freeboard for the channel with berms on both the right and left sides. The consultant has demonstrated that by providing additional flood storage on the site it is possible to ensure that there is no increase in flood risk downstream and it may be possible to reduce slightly the existing risk. The consultant has also provided options for managing any potential risk of flooding on the site from the Lesser Mill Burn. We remove our objection, therefore, to the current application for planning in principle on the basis the proposed new properties will be limited to only those areas outwith the 0.5% AEP (1:200) floodplain but advise of the requirement for more detail on the proposed realigned Gogar Burn channel, the proposed enhanced storage area and the proposals for managing the risk of flooding from the Lesser Mill Burn at the later planning stages.

#### **Caveats & Additional Information for Applicant**

1.11 Please note that we are reliant on the accuracy and completeness of any information supplied by the applicant in undertaking our review, and can take no responsibility for incorrect data or interpretation made by the authors.

1.12 The advice contained in this letter is supplied to you by SEPA in terms of Section 72 (1) of the Flood Risk Management (Scotland) Act 2009 on the basis of information held by SEPA as at the date hereof. It is intended as advice solely to the City of Edinburgh Council as Planning Authority in terms of the said Section 72 (1). Our briefing note entitled: Flood Risk Management (Scotland) Act 2009: Flood risk advice to planning authorities outlines the transitional changes to the basis of our advice in line with the phases of this legislation.

#### **Edinburgh Airport comment**

The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to the conditions detailed below:

#### **Submission of a Bird Hazard Management Plan**

Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Planning Authority. The submitted plan shall include details of:

- monitoring of any standing water within the site temporary or permanent
- sustainable urban drainage schemes (SUDS) - Such schemes shall comply with Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage schemes (SUDS) (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).
- management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design' attached
- reinstatement of grass areas
- maintenance of planted and landscaped areas, particularly in terms of height and species of plants that are allowed to grow
- which waste materials can be brought on to the site/what if any exceptions e.g. green waste
- monitoring of waste imports (although this may be covered by the site licence)
- physical arrangements for the collection (including litter bins) and storage of putrescible waste, arrangements for and frequency of the removal of putrescible waste
- signs deterring people from feeding the birds.

The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Planning Authority.

Reason: It is necessary to manage the development in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Edinburgh Airport.

The Bird Hazard Management Plan must ensure that flat/shallow pitched roofs be constructed to allow access to all areas by foot using permanent fixed access stairs ladders or similar. The owner/occupier must not allow gulls, to nest, roost or loaf on the building. Checks must be made weekly or sooner if bird activity dictates, during the breeding season. Outside of the breeding season gull activity must be monitored and the roof checked regularly to ensure that gulls do not utilise the roof. Any gulls found nesting, roosting or loafing must be dispersed by the owner/occupier when detected or when requested by Edinburgh Airport Airside Operations staff. In some instances it may be necessary to contact Edinburgh Airport Airside Operations staff before bird dispersal takes place. The owner/occupier must remove any nests or eggs found on the roof.

The breeding season for gulls typically runs from March to June. The owner/occupier must obtain the appropriate licences where applicable from Scottish Natural Heritage before the removal of nests and eggs.

#### *Height Limitation on Buildings and Structures*

*No building or structure of the development hereby permitted shall exceed 25m AGL.*

*Reason: Development exceeding this height would penetrate the Obstacle Limitation Surface (OLS) surrounding Edinburgh Airport and endanger aircraft movements and the safe operation of the aerodrome.*

*See Advice Note 1 'Safeguarding an Overview' for further information (available at <http://www.aoa.org.uk/operations-safety/>).*

#### *Submission of Landscaping Scheme*

*No development shall take place until full details of soft and water landscaping works have been submitted to and approved in writing by the Planning Authority, details must comply with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping & Building Design' (available at <http://www.aoa.org.uk/operations-safety/>). These details shall include:*

- any earthworks*
- grassed areas*
- the species, number and spacing of trees and shrubs*
- details of any water features*
- drainage details including SUDS - Such schemes must comply with Advice Note 6 'Potential Bird Hazards from Sustainable urban Drainage Schemes (SUDS) (available at <http://www.aoa.org.uk/policy-safeguarding.htm>).*
- others that you or the Authority may specify and having regard to Advice Note 3: Potential Bird Hazards from Amenity Landscaping and Building Design and Note 6 on SUDS].*

*No subsequent alterations to the approved landscaping scheme are to take place unless submitted to and approved in writing by the Planning Authority. The scheme shall be implemented as approved.*

*Reason: To avoid endangering the safe movement of aircraft and the operation of Edinburgh Airport through the attraction of birds and an increase in the bird hazard risk of the application site.*

#### *Submission of SUDS Details*

*Development shall not commence until details of the Sustainable Urban Drainage Schemes (SUDS) have been submitted to and approved in writing by the Planning Authority. Details must comply with Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage Schemes (SUDS). The submitted Plan shall include details of:*

#### *Attenuation times*

- Profiles & dimensions of water bodies*
- Details of marginal planting*

*No subsequent alterations to the approved SUDS scheme are to take place unless first submitted to and approved in writing by the Planning Authority. The scheme shall be implemented as approved.*

*Reason: To avoid endangering the safe movement of aircraft and the operation of Edinburgh Airport through the attraction of Birds and an increase in the bird hazard risk of the application site. For further information please refer to Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage Schemes (SUDS)' (available at <http://www.aoa.org.uk/operations-safety/>).*

*We would also make the following observations:*

#### *Cranes*

*Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicant's attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes and Other Construction Issues' (available at <http://www.aoa.org.uk/operations-safety/> )*

#### *Lighting*

*The development is close to the aerodrome and the approach to the runway. We draw attention to the need to carefully design lighting proposals. This is further explained in Advice Note 2, 'Lighting near Aerodromes' (available at <http://www.aoa.org.uk/operations-safety/>). Please note that the Air Navigation Order 2005, Article 135 grants the Civil Aviation Authority power to serve notice to extinguish or screen lighting which may endanger aircraft.*

#### *Disposal of Putrescible Waste*

*The development is close to the aerodrome. We draw attention to the need to consider carefully a scheme for the disposal of putrescible waste. This is further explained in Advice Note 3, 'Potential Bird Hazards from Amenity Landscaping and Building Design' (available at <http://www.aoa.org.uk/operations-safety/>).*

*We, therefore, have no aerodrome safeguarding objection to this proposal, provided that the above conditions are applied to any planning permission.*

*As the application is for planning permission in principle, it is important that Edinburgh Airport is consulted on all reserved matters relating to siting and design, external appearance (including lighting) and landscaping.*

*It is important that any conditions requested in this response are applied to a planning approval. Where a Planning Authority proposes to grant permission against the advice of Edinburgh Airport, or not to attach conditions which Edinburgh Airport has advised, it shall notify Edinburgh Airport, the Civil Aviation Authority and the Scottish Ministers as specified in the Safeguarding of Aerodromes Direction 2003.*

### **Flood Prevention comment**

#### *Flood Risk*

*CEC Flood Prevention have reviewed the Flood Risk Assessment document prepared by Kaya Consulting for the application noted above. We note that they have undertaken modelling based upon the existing route of the Gogar and Lesser Mill burns, as well as modelling of the proposed diversion of the Gogar Burn.*

*SEPA flood maps show areas of pluvial and fluvial flooding across the site which is mirrored in the Kaya modelling results. As a result of CEC Flood Prevention do not object to the principle that the land is developed providing that the diversion of the burn is fully constructed prior to the occupation of the first house within the master-plan. The development should also be placed outside the predicted 200 year plus climate change flood extent for the 25% culvert blockage scenario. This extent is shown as Figure 20 in the FRA and corresponds to the phasing and indicative development framework drawings submitted with this application.*

*Development should be set back from the edge of the channel diversion to allow access for maintenance of the watercourse. The indicative development framework drawing for the master-plan suggests a number of burn crossings around the site. No details are available of these at present. The crossings should span the full width of the channel/floodplain so that the impact on flood risk is minimised. A detailed assessment of the watercourse crossings will be made during the detailed design stage. Crossings should be designed to pass the 200 year flow.*

*With regard to the diversion of the Gogar Burn Flood Prevention feel that there is a potential maintenance issue with the road being adjacent to the river. This arrangement increases the risk of fly-tipping which could result in blockage and pollution issues. Other options of roads not running parallel adjacent to the river should be explored in the development layout.*

*The diversion of the burn at the northern end of the site also seems to have a very sharp turn towards the west where it connects into the existing reach. There is potential for this to become a scour risk and lead to severe erosion unless hard engineering protection is used. As per SEPA guidance hard-engineering solutions and structures should be avoided. As a result CEC Flood Prevention would request that the diversion uses meanders similar to the natural meander amplitude which will help to reduce river velocities and minimise flood plain requirements. SEPA guidance document "Watercourses in the Community" provides some guidance on best practice (available on-line). This should be designed with reference to historic maps of the site. The proposed design should also take cognisance of Section 3.7 Water Environment (Edinburgh Design Guidance) and Policies Des 5 in the City Local Plan, E44 Rural West Local Plan and Des 8 in the Local Development Plan. This will help to create more natural storage and detention within the river reducing flood risk downstream as well as providing biodiversity and community benefits.*

*We are also currently reviewing an EIA Scoping Report for a development beside the airport for the International Business Gateway PPP (pre-app, Case Officer- Francis Newton) to the north of the site. This site lies adjacent to the Gogar Burn and is also an opportunity to improve and naturalise the Gogar Burn, particularly as SEPA have classified the burn as having "Bad" ecological potential and there is an objective to make it "Good" by 2021. As a result Flood Prevention feel that there is a great opportunity to consider the river restoration requirements of both developments in combination.*

## Surface Water Management

CEC Flood Prevention have reviewed the Drainage Strategy document prepared by Goodson Associates and have the following comments.

1. As noted in section 5.3 the anticipated total maximum surface water discharge from the master-plan development is estimated to be 71.4 l/s based upon the impermeable areas listed in Table 1. This is acceptable to CEC Flood Prevention.
2. CEC note that SuDS basins and porous paving are anticipated to be used to provide treatment to runoff prior to discharge to the Gogar Burn as described in Table 3 of the strategy document. This is acceptable to CEC Flood Prevention. Due to the sites vicinity to the airport the applicant should seek consultation and approval of the proposals with the appropriate authority due to risk of bird-strike. All SuDS storage provision should be out with the 1:200 year plus climate change flood zone.
3. CEC Flood Prevention require to see pre- and post-development flow path diagrams for the site at a scale that shows localised water sheds and falls. Surface water should be dealt with by analysing the existing and proposed flow paths and depths for surface water runoff. This should include runoff from outwith the site, from unpaved areas within the site, and from paved areas in events which exceed the capacity of the drainage system.

## Flood Prevention further comment

Further to the information provided by Michael Stewart of Kaya in response to comments from CEC Flood Prevention, SEPA and SNH, Flood Prevention have the following comments.

The applicant has provided sufficient responses address concerns raised at the Planning Permission in Principle stage for this development.

In order to ensure that the comments raised by CEC Flood Prevention in the consultation memo dated 22nd October 2015 are addressed at future stages of planning CEC Flood Prevention would request that condition(s) are placed upon any permission granted by the Planning Authority. These conditions should ensure that applicants undertake discussion of conceptual layouts and implementation techniques with the appropriate statutory consultees prior to detailed design. This will ensure concerns raised at PPP stage are able to be fully addressed with best-practice implemented from the start of the proposed detailed design which is in line with the intentions stated by Kaya Consulting in their response.

## Transport Scotland comment on Environmental Statement

With reference to your recent correspondence on the above development, we acknowledge receipt of the Environmental Statement prepared by Holder Planning in support of the above development.

*This information has been passed to JMP Consultants Limited for review in their capacity as Term Consultants to Transport Scotland - Trunk Road and Bus Operations (TRBO). Based on the review undertaken, Transport Scotland would provide the following comments.*

*It should be stressed that this response relates only to the EIA consultation and Transport Scotland will respond separately to the planning application for this development by means of a TRNPA2.*

#### *Development Proposals*

*We understand that the proposal is for a mixed-use development with capacity for approximately 1,500 dwellings (including 25% affordable housing), associated commercial and civic facilities and open space.*

*It is noted that the site is located approximately 7.75km west of Edinburgh City Centre, 3km south-east of Edinburgh Airport and is bound to the east by the A720 City of Edinburgh Bypass.*

*The nearest trunk roads to the site are the A720(T) which bounds the site to the east and the M8(T) which is located 500m south of the site.*

#### *Scoping Response*

*Transport Scotland was consulted during the Scoping stage for this application and provided comments in a letter dated 26/08/2015. In this, we noted that the level of traffic generation on the trunk road network would not exceed the thresholds for further detailed assessment of environmental impacts and consequently, no further assessment would be required.*

*Taking the above into account, we can confirm that Transport Scotland is satisfied with the submitted ES and has no objections with regard to environmental impacts on the trunk road network. We would, however, request that the following conditions be attached to any consent that the Council may issue in addition to any conditions required through the formal consultation process on the Planning Application itself.*

#### *Condition 1*

*Prior to commencement of development details of landscape planting and fencing along the boundaries with the trunk road shall be submitted for the approval of the Planning Authority, in consultation with Transport Scotland.*

#### *Reason*

*To minimise the risk of pedestrians and vehicles gaining uncontrolled access to the trunk road with the consequential risk of accidents and also to provide appropriate environmental screening.*

#### *Condition 2*



*Prior to commencement of development details of noise attenuation measures along the boundaries of the site shall be submitted for the approval of the Planning Authority, in consultation with Transport Scotland. The approved scheme shall be implemented prior to the commencement of the development and be permanently maintained thereafter.*

#### *Reason*

*To minimise noise impacts from existing traffic on new dwellings.*

### **Scottish Natural Heritage**

#### *Background*

*The Council consulted us on the EIA Scoping application for this proposal, and we responded on 10 August 2015. Our response highlighted:*

- the need for detailed proposals to mitigate landscape and visual impacts;*
- the importance of connecting the site to its surrounding green infrastructure and networks;*
- the wide-ranging constraints on environmental mitigation arising from the safeguarding of the Edinburgh Airport aerodrome;*
- the natural heritage benefits of naturalising the Gogar Burn; and*
- potential impacts upon protected species, including European protected species (EPS).*

#### *SNH Position*

*While this proposal has the potential to alter the landscape character of the area and alter the role of the existing Edinburgh Green Belt in a strategically important area of Western Edinburgh, we believe impacts on the natural heritage could be reduced by well-considered siting and design and detailed environmental mitigation. The naturalisation of the Gogar Burn is key to securing many of the potential gains for landscape, biodiversity and amenity that may arise from the proposal. However, we are currently unable to advise the Council on the suitability and deliverability of the proposed environmental mitigation due to a lack of information within the submitted documents.*

*In particular, we are unable to give advice on the deliverability of the mitigation because:*

- 1. The ES has not adequately addressed the requirements relating to the Edinburgh Airport aerodrome.*
- 2. Noting SEPA's objection and comments from the Council's Flood Prevention service, the ES has not provided adequate detail on the proposals for the Gogar Burn.*

*We raised these issues at the scoping stage and the ES has not satisfactorily addressed them, therefore we do not have enough information to advise the Council on the deliverability of the proposed mitigation. We therefore object to the proposal until further information can be provided by the applicant.*

*Once the further information described in Annex 1 has been provided by the applicant we will be happy to reconsider this objection and to offer full advice to the Council.*

#### *Annex 1 - further information required*

*We recognise that the current application is for planning permission in principle (PPP), and it is entirely appropriate that full detail has not been provided for many design aspects. Nevertheless, in our view further detail on two topics is necessary at this stage to support an informed decision making process through the assessment of the viability of environmental mitigation proposals. Further information will also allow us to give you detailed advice on the likely impacts and opportunities for the natural heritage at this site.*

#### *Edinburgh airport aerodrome safeguarding requirements*

*Our scoping response drew attention to the potential restrictions on landscape design and mitigation that may arise through the airport safeguarding requirements. We note the content of the letter from Edinburgh Airport, dated 18 October 2015 which lists a series of requirements and advice notes that must be complied with.*

*The material supplied with this PPP application does not directly address this, and we are currently unable to determine whether the package of landscape design and mitigation is deliverable against the airport's requirements.*

*For example, Transport Scotland's response to the application (dated 23 October 2015) highlights the need for noise attenuation measures along the boundaries of the site which border trunk roads (A720/ A8). Typically this is delivered through earth mounding and dense woodland planting. The applicant's Design and Access Statement talks of 'new and robust woodland planting' along these edges, but does not state whether this is compatible with the aerodrome safeguarding requirements. There is a risk that these proposals will not be deliverable, and that in those circumstances they will be substituted with less preferable landscape edge solution such as higher and more extensive earth mounding plus noise attenuating fencing.*

*Similarly, the Design and Access Statement talks of "reduc[ing] the amount of berry bearing trees and shrubs" (page 48) in order to comply with aerodrome safeguarding, and yet page 56 of the same document lays out a planting list which includes several berry bearing tree species.*

*We therefore request that the landscape design and mitigation proposals are re-submitted with explicit reference to this issue of deliverability.*

#### *Gogar Burn naturalisation*

*The ES states in many places that this naturalisation will bring benefits to biodiversity, amenity, SUDS and flooding. Whilst we agree with these statements in principle, we consider that the ES does not contain the level of information required to guarantee the delivery of the proposal.*

*We note the content of SEPA's consultation response letter and support their request for further information about the technical design of the naturalised watercourse. This watercourse naturalisation is key to many of the potential gains to landscape, biodiversity and amenity that may arise from the proposal.*

*In our view it is important that the deliverability of naturalisation of the Gogar Burn is established at PPP stage and we therefore request detailed information about the proposed design and restoration methods.*

### **Environmental Assessment comment**

*The application site extends to approximately 56 hectares. It is currently in agricultural use, and has an operational poultry farm located to the south. The site is located in west Edinburgh it is bounded by Glasgow Road (A8) to the north, the City Bypass (A720) to the east, the main Edinburgh-Glasgow railway line to the south and Gogar Station Rd to the west. Industrial premises (including scrap metal yard) are located to the south of the site, beyond the railway line.*

*The proposal is for a mixed-use development with capacity for approximately 1,500 dwellings.*

*Environmental Assessment will not be able to support an application in this location for several reasons. It is located adjacent to a scrap metal yard where crushing frequently operates and there are major road/rail network bounding the site. The poultry farm is a serious cause of concern it is understood that this land is not under the ownership of the applicant so there is no guarantee that the poultry farm operation will stop if this proposed application is consented. Odours, Particulate Matter (PM) 10 and 2.5 emissions from poultry farms are serious problems and as such Environmental Assessment have began monitoring PM10 due to ongoing issues. There are potential issues at all poultry farms in Edinburgh, not only in relation to compliance with the tighter Scottish Air Quality Objectives, but also the European Union (EU) Limit Values.*

### *Local Air Quality*

*Planning Advice Note (PAN) 51: Planning, Environmental Protection and Regulation<sup>3</sup> sets out the Scottish Executive's core policies and principles with respect to environmental aspects of land use planning, including air quality. PAN 51 states that air quality is capable of being a material planning consideration for the following situations where the development is proposed inside, or adjacent to, an AQMA:*

- o Large scale proposals.*
- o If they are to be occupied by sensitive groups such as the elderly or young children.*
- o If there is the potential for cumulative effects.*

*The planning system has a role to play in the protection of air quality, by ensuring that development does not adversely affect air quality in Air Quality Management Areas (AQMA) or, by cumulative impacts, lead to the creation of further AQMA in the city. These are areas where air quality standards are not being met, and for which remedial measures should therefore be taken. AQMA have been declared for five areas in Edinburgh - the city centre, St John's Road, Corstorphine, Great Junction Street in Leith, Glasgow Road (A8) at Ratho Station and Inverleith Row/Ferry Road junction. Poor air quality in these locations is largely due to traffic congestion. The Council has prepared an action plan setting out measures intended to help reduce vehicle emissions within these areas. The Council monitors air quality in other locations and may need to declare further AQMA. (2nd LDP). The Gogar round about has been identified as failing the EU pollutant limit values, the Scottish government will be*

reporting this to DEFRA. As there are currently no residential receptors in this area it does not require to be declared as an AQMA. It is noted that there is already a significant amount of development planned for the west of Edinburgh. Therefore additional development sites such as this will only increase the pressures on the network further. This will directly adversely impact upon the existing Glasgow Road AQMA.

Reducing the need to travel and promoting use of sustainable modes of transport are key principles underpinning the LDP Strategy. Future growth of the city based on excessive car use and dependency would have serious consequences in terms of congestion and deteriorating air quality. This will have a knock on effect on the economy and environment and would also disadvantage people who do not have access to a car. An improved transport system based on sustainable alternatives to the car is therefore a high priority for Edinburgh. This is the central objective of the Council's Local Transport Strategy, which proposes continued investment in public transport walking and cycling. (2nd LDP).

The following information is from from the City of Edinburgh Council's, Air Quality Updating and Screening Assessment Report 2009. The Gogar poultry farm on the outskirts of Edinburgh has been identified by Scottish Environment Protection Agency (SEPA) as meeting the criteria to progress to a Detailed Assessment. The poultry farm has a SEPA permitted limit on the maximum number of birds in this facility (451,900). There is one existing residential property located within 24m of the poultry sheds. The poultry sheds are mechanically ventilated and as of 2009 house 81,530 birds in 4 units and 175,950 in 9 units. In 2009 it was determined that there was a need to reconsider this poultry farm when undertaking the citywide Detailed Assessment for PM10. It should also be noted that complaints from odours emanating from the poultry houses are currently being investigated.

The permit required from SEPA is to control the potential impact of manures and slurries on the environment and to control the overall impact on the environment, including emissions to air. Under the permit it states that care should be taken to site particularly odorous activities away from neighbours will reduce impacts. The relevant guidance document 'Prevention of Environmental Pollution from Agricultural Activity code of practice' (2005) states that when locating poultry buildings, consideration should be given to their location in relation to residential accommodation, and should not be located within 400m of such developments. Environmental Assessment are concerned that if consent is granted that there is potential for the development to be partially completed with the poultry farm remaining. As can be seen from the guidance it is not recommended to develop new poultry houses within 400m of residential developments.

Environmental Assessment will not be able support an application for introducing residential use on this site. Furthermore it is strongly recommended that SEPA are consulted at the earliest possible stage to discuss proposals. It is clear that Environmental Assessment has serious concerns regarding the potential local air quality impacts caused by the development. These concerns also extend to the introduction on new residential properties in close proximity to the poultry farm. Furthermore there are also serious issues regarding noise affecting this site. Land contamination is also an issue which will require further investigation.

*Therefore as it stands Environmental Assessment will be strongly objecting to this proposal on the grounds of introducing more sensitive receptors into an area of likely poor local air quality, malodours and overall poor level amenity.*

### **Scottish Rights of Way and Access Society (ScotWays) comment**

*Limited time and resources have meant that we have limited our comments here to sharing information about the recorded right of way network. However, if there is a further opportunity to comment at a later stage of the planning process, we will be pleased to be consulted.*

*The National Catalogue of Rights of Way shows that vindicated rights of way LC33 and LC163 are affected by the application site. A map is enclosed with right of way LC33 highlighted in orange and right of way LC163 highlighted in pink. As there is no definitive record of rights of way in Scotland, there may be other routes that meet the criteria to be rights of way but have not been recorded as they have not yet come to our notice.*

*You will no doubt be aware there may now be general access rights over any property under the terms of the Land Reform (Scotland) Act 2003. We strongly recommend the Core Paths Plan, prepared by the Council's own access team as part of their duties under this Act.*

*Although we have been unable to view all the documentation available via the Council's planning website, we are pleased to note that the Design and Access Statement (D+AS) includes diagrams showing both of the above signposted rights of way which provide public access via underpasses under the City Bypass. The D+AS identifies the potential for improvements and enhancement to the wider recreation network. If the applicant has not already done so, we recommend that any proposed improvements to rights of way, core paths and the local recreational access network are discussed with the Council's access team. We further suggest that any agreed improvements are secured via a condition of planning consent.*

*The Society requests that the recorded rights of way remain open and free from obstruction before, during and after construction of the proposed development, if consented. Where temporary closure is deemed necessary for safety reasons, this should be for as short a period as possible and should be clearly signposted - an alternative route should also be made available where practicable. A blanket closure of the entire site for the period of construction is generally unacceptable. We anticipate that any necessary closures would take place through close liaison with the Council's access team.*

*We further request that the Society is kept informed of any temporary closures in order that we can help disseminate information to concerned members of the public.*

*Neither the Society nor its individual officers carries professional indemnity insurance and in these circumstances any advice that we give, while given in good faith, is always given without recourse.*

## **Affordable Housing comment**

### *1. Introduction*

*We refer to the consultation request from the Planning Department about this planning application.*

*Services for Communities have developed a methodology for assessing housing requirements by tenure, which supports an Affordable Housing Policy (AHP) for the city.*

- The AHP makes the provision of affordable housing a planning condition for sites over a particular size. The proportion of affordable housing required is set at 25% (of total units) for all proposals of 12 units or more.*
- This is consistent with Policy Hou 7 Affordable Housing in the Edinburgh City Local Plan.*

### *2. Affordable Housing Requirement*

*This application is proposing a development for 1,500 housing residential units over two phases, and as such the AHP will apply. The AHP will require 375 (25%), homes to be secured by a Section 75 agreement.*

*The developer has stated that the affordable housing will account for 25% of the new homes at East of Millburn Tower. These homes shall be fully integrated within the new community and be tenure blind so that there is no obvious difference between private and affordable houses. The affordable housing provision will incorporate a mix of detached, semi-detached, terraced, and flats. The affordable housing will be fully compliant with latest building regulations and further informed by guidance such as Housing for Varying Needs and the relevant Housing Association Design Guides."*

*This application is welcomed by the department and we ask that the affordable homes are to be of approved affordable housing tenures, as described in Planning Advice Note 2/2010 and within the Council's AHP.*

*In any future detailed application we would request that the developer identifies the proposed plots/location of the homes which should be close to local amenities and public transport.*

*The developer will be required to enter into a Section 75 agreement to secure 25% of the homes for affordable housing.*

### *3. Summary*

*As detailed above, the developer has made a commitment to deliver 25% of the affordable homes on site and this is welcomed by this department.*

*As this is a significantly large development it is important that the developer enters into early dialogue with the Council and RSLs regarding the most suitable delivery option for the affordable housing requirement.*

## **Transport Scotland comment**

*The Director does not propose to advise against the granting of permission. Transport Scotland's response is provided on the understanding that the City of Edinburgh Council will make provision, if deemed necessary as a consequence of the SESplan Cross Boundary Transport Appraisal, for an agreement with the applicant to make an appropriate and proportionate contribution to address the cumulative impact on the strategic transport network and for a related action to be incorporated within the Council's Local Development Plan.*

## **Archaeology comment**

*The area proposed for development is regarded as being of archaeological importance with archaeological evidence indicating a range of archaeological sites occurring within its boundaries dating back to early prehistory, and including several potentially nationally significant archaeological sites e.g. the medieval mill for Gogar Village, Gogar/Corstorphine Loch and Millburn Tower Roman Temporary Camps (x2) and the adjacent Millburn Tower Inventory Designed Landscape & Garden.*

*According in line with Scottish Planning Policy (SPP), PAN 02/2011 and Rural West Edinburgh Local Plan (2010) policy E30 a programme of archaeological evaluation was required to be undertaken prior to determination. This work comprising both Geophysical Survey and Trial trenching was undertaken by AOC Archaeology Group in late 2015.*

*The results of this work have demonstrated that although modern ploughing has had significant effect important archaeological sites and remains have survived in situ across proposed development area including prehistoric settlement remains (ditches, pits, ring-ditch house/barrow) and possible Palaeo-river courses. Ground-breaking works associated any potential development of the site will have a significant adverse affect, however one which is considered on the whole a low-moderate archaeologically significant impact requiring detailed mitigation.*

*It is recommended therefore that prior to development that a programme of archaeological works is undertaken. In essence this will a programme of metal detecting of the fields prior to development and the strip/map, excavate and record of the site during development including a programme of environmental sampling of the Palaeo-river and loch deposits. This is in order to fully excavate, record and analysis any surviving archaeological remains encountered during subsequent phases of development.*

*Furthermore if important discoveries are made during these works a programme of public/community engagement (e.g. site open days, viewing points, temporary interpretation boards) will be required to be undertaken, the final scope to be agreed with CECAS.*

*Therefore it recommended that if consent is granted that the following condition is attached to ensure the undertaking of the required programme of archaeological works on this site.*

*'No development shall take place on the site until the applicant has secured and implemented a programme of archaeological work (excavation, field walking & metal detecting, reporting & analysis and publication) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'*

*The work must be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological works and for the archiving and appropriate level of publication of the results lies with the applicant.*

## **Roads Authority Issues**

*It is recommended that the application be refused.*

*Reasons:*

*The transport mitigation measures proposed in the developer's Technical Appendix 5 - Access, Traffic and Transport (Revision 006) (Tech. App.) fall significantly short of the measures identified in the Council's East of Milburn Tower Transport Appraisal (dated January 2015) as set out below:*

- 1. The developer's proposals for bus penetration through the site are considered unacceptable. It is indicated in the developer's Tech. App. that they intend only to "possibly" provide a through link into Edinburgh Park and then only in conjunction with Phase 2 of the development, i.e. following the first 750 residential units. Furthermore, this potential link is proposed to be via the existing 6m wide underpass (Section 2.9 of the developer's Design and Access Statement). The underpass in its current form would only appear to be able to accommodate single-decker buses and no indication is given that the underpass can be suitably modified to accommodate double-decker buses. In addition the preferred alternative of an overbridge does appear to have been considered, nor is there consideration of how the underpass road could be safely shared with cyclists and pedestrians;*
- 2. For the avoidance of doubt the provision of a bus route through the site into Edinburgh Park (either over or under the bypass) with a high frequency service into the city is an absolute requirement if this site to be developed. Furthermore this bus link requires to be in place at or very near the start of development*
- 3. The Tech. App. indicates that the developer will contribute to the Newbridge and Gogar / Maybury junction mitigation schemes as identified in the LDP action programme. However, it appears that no analysis has been undertaken to confirm whether the additional traffic from this site can be accommodated in the proposed layouts;*
- 4. The developer proposals do not fully include the interventions on Gogar Station Road as per the Council's East of Milburn Tower Appraisal. This is a key cycle route serving the RBS HQ and the Council has recently made provision for improved on-road cycle facilities within the existing restricted road width. With the additional development*



traffic from this site, road widening or provision of a parallel off-road cycle route (through the centre of the site) is considered essential;

5. There appears to be no assessment of the impact of traffic on the RBS roundabout junction to the west of Gogar Station Road;

6. There appears to be no inclusion of measures to link the development to the proposed Edinburgh Gateway train / tram interchange.

In addition:

- There appears to be no acknowledgement of the required tram contributions relating to the site. The starting point for negotiations is estimated to be £1,560,000 in relation to the residential element alone (based on 1,500 residential units in Zone 2). Further works/ contributions would be required in relation to transport mitigation as per the LDP Action Programme and identified through further detailed traffic modelling;
- It is considered that the developer's Tech. App. underestimates the level of traffic likely to be generated by the site, particularly under Phase 1;
- It should be noted that the Council's East of Milburn Tower Appraisal assessed development of 1,350 residential units whereas the developer proposes 1,500 units.

### **Further Roads Authority Issues**

Further to the Roads Authority response of 30 December 2015, the applicant's transport consultant has submitted an addendum to the Transport Assessment (TA). Whilst it is acknowledged that a number of the matters raised have been satisfactorily addressed, the recommendation for refusal of the application on transport grounds is maintained.

Reasons (note the numbering is as per the 30 December 2015 response):

The package of transport mitigation measures proposed by the applicant remains significantly short of the measures identified in the Council's East of Millburn Tower Transport Appraisal (dated January 2015).

1. *Bus penetration into site:* As per 2.3 in the TA Addendum, the developer has now acknowledged the need to deliver of the central bus route in phase 1 of the development. Precise timing is still somewhat vague but it is assumed that a condition requiring this to be operational as a through route prior to first occupation can be attached to any permission for the site. However, it has been confirmed that the link crossing the A720 City Bypass will utilise the existing narrow and low underpass (Section 2.3 of the TA Addendum and Appendix A of same). The existing underpass can only accommodate single-decker buses which restricts the flexibility for bus operators to introduce new commercial services or divert existing ones. In addition, there are acknowledged personal safety issues with the underpasses which are approximately 40m in length. The Council has been under increasing pressure in recent years to provide at-grade alternative crossings at a number of locations in the

City (e.g. Calder Road). The preferred provision of an overbridge remains unexplored and unacknowledged in TA addendum;

2. *Bus Services:* See 1 above;

3. *Impact Of Additional Traffic At Key Strategic Junctions:* The developers' consultants have submitted an analysis which indicates a single worst case increase of 'less than 5% -110 vehicles'- which will be added to the city-bound arm of Maybury Junction as a result of this development (6.2 and Appendix C to TA Addendum). Whilst the veracity of these figures is not disputed, the cumulative effect of all non-LDP sites on this and other key junctions will undoubtedly lead to greater delays on the A8 corridor between Newbridge and Gogar/Maybury. Indeed, on its own this development will result in 'a total of 28 seconds of additional delay being experienced by drivers (worst case) when the development traffic is added into the model during the morning peak period' (Ref. Conclusion, page 8 of Vissum Traffic Modelling Report). As acknowledged by the consultants, the Gogar / Maybury junctions operate beyond their theoretical capacity. The Council has developed schemes to address this overcapacity in order to accommodate its LDP sites but this 'drip-feed' of other traffic from non-LDP sites is not considered sustainable;

4. *Gogar Station Road- Traffic Flow And Road Improvements:* The TA Addendum has not revisited the interventions on Gogar Station Road as recommended in the Council's East of Millburn Tower Appraisal: specifically, the removal of the existing shuttle signals by widening the rail and burn overbridges. Indeed, an additional set of shuttle signals is proposed adjacent to Daltons recycling depot at a point where the Council's appraisal recommended road widening. Notwithstanding the capacity information included in 4.3 of the TA addendum, it is considered that the listed appraisal upgrades are required to ease traffic flow on this route;

5. *Gogar Station Road-Cycle Safety:* As per the 31 December response, this road is a key cycle route serving the RBS HQ. The Council has recently made provision for improved on-road cycle facilities: an improvement which has been well received by Spokes and other cycling groups. The TA Addendum has addressed the previous concerns regarding the possible effect of the additional traffic on use of this road (as a probable discouragement to cyclists using the route) by confirming that an indirect quiet road or segregated route alternative will be provided through the site (see fig 2.1 of TA Addendum). This will undoubtedly be a more attractive route for less experienced cyclists and it is likely that its provision will result in an increase in cycle commuting to and from RBS. However, experienced cyclists are likely to continue Gogar Station Road;

6. *RBS Roads And Junctions:* The TA Addendum has now included this information as requested and has been assessed by officers in the Council's Traffic Control section. The technical appendix to this memo gives details of their assessment. In summary, whilst it is not considered that the solution set out in the TA Addendum is satisfactory, it is probable that an alternative control solution could be implemented;

7. *Linkages To Edinburgh Gateway:* The provision of segregated links to the Edinburgh Gateway rail / tram interchange over the A8 currently under construction, as detailed in the Council's transport appraisal for this site, is not proposed by the

developer. As an alternative, the developer proposes that pedestrians use the existing RBS overbridge and either walk or use trams from Gogarburn Tram Halt. This is not considered an acceptable alternative;

Additional Points to 31 December consultee response:

- *Transport Infrastructure Contributions: The developer, whilst not accepting the figure, responded to the point as raised on 31 December and has stated that the tram contribution ' would form part of any legal agreement covering financial contributions to wider transport improvements' (Appendix B). Similarly there is no commitment to a figure for other transport contributions in respect of the various required interventions;*
- *Traffic Generation: Given that the developer has now agreed to early delivery of the central bus route, the trip rates used in the TA are accepted.*

## ROADS AUTHORITY CONSULTEE RESPONSE-TECHNICAL APPENDIX

*East of Milburn Tower Proposed Development  
Traffic Signals Proposal Assessment  
References  
Addendum Report - Transport Assessment  
East of Milburn Tower*

*116478/RM/160201  
Revision 001 DRAFT  
LINSIG Version 3 model - Linked\_E\_Extended.lsg3x  
Supplied via email 22/02/2016*

### *Summary*

*The proposals involve upgrading the existing Gogar Station Road / RBS goods entrance signals to add an access to the development site. Also included are two new junctions at the RBS entrance and a replacement of the current internal roundabout with signalised junction.*

*Various errors have been noted from the models, these are detailed below and will need to be addressed. These can potentially give an over-estimate of junction performance.*

*Consideration needs to be given to the assumptions that pedestrian stages only appear every other cycle during the peaks. Given that the junctions are on a major route between the RBS offices and the public transport provision on the A8, this assumption may be incorrect.*

*Updating the model to address these issues suggest all the Practical Reserve Capacities are under the 10% required for good junction performance. This does not meet the needs of the transport needs in around Gogar Station Road and RBS, and as such the proposed design presented to the Council is unacceptable.*

### *General Comments*

1. Council policy is to provide signalised pedestrian facilities over all arms of junctions - some appear to be missing on the submitted junction proposals
2. Council policy is to provide Cycle Advanced Stoplines at all approaches to signalised junctions; these are not incorporated into the junctions as they stand. Following on from this, new lane lengths will need to be calculated for the internal links.
3. A cycle priority scheme has been implemented on Gogar Station Road; due consideration of this and how to tie the new junctions into the existing arrangements should be made
4. The existing junction at Gogar Station Road / RBS Goods entrance is to be upgraded to add an additional arm under these proposals. However I have not received a drawing and am therefore unable to make a full assessment of the new layout.
5. Pedestrian phases are modelled as appearing every other cycle. During peaks, thought needs to be given if this is appropriate given the likelihood of RBS staff walking between offices and the bus / tram stops on the A8. Would suggest re-modelling with pedestrians every cycle to give a worst case assessment.

#### *Gogar Station Road / RBS Goods*

1. Note the RBS Goods entrance is not signalled green at any point in the cycle. Is this a reasonable assumption? If this is incorrect, this would reduce predicted junction capacity. Suggest modelling every other cycle - once every 3 minutes.
2. Some of the intergreens look a bit short given the shuttle lane in the middle. The junction currently has all-red detection which can increase the clearance intergreens as required to a pre-defined maximum. CEC would suggest increasing the intergreens slightly to account for this - note the high level of cycles which are slow moving.
3. Given this is the main access to the development site at this location, the bridge over the Gogar Burn and shuttle provide a big constraint at this site and consideration should be given to upgrading the bridge to allow 2-way traffic.

#### *Gogar Station Road / RBS Site Entrance*

1. Several lanes don't have the correct opposing movements ticked to allow the "Give Way" right turn model to work correctly. This could potentially give a false over estimate of performance. At this junction the following were noted:-

*J1:3/1 - opposing should be left & ahead*

*J1:6/1 - opposing should be left & ahead*

*J1:1/1 - opposing should be left & ahead*

2. A couple of lane widths are given as 4m or over, specifically the southbound and eastbound approaches. This seems over optimistic given the local constraints. Please check and update.
3. Filter phase E is defined but not used. As there is no space for a separate left turn lane, a left turn filter cannot be used. Please remove from the model to avoid any ambiguity.
4. Intergreens - traffic to pedestrian clearance periods look short given the likelihood of right turning traffic waiting to turn in gaps. Also ped to traffic intergreens look short. These should be re-measured and updated.

#### *RBS Internal Junction*

1. Right turn arrow phases are missing which should be added to Phases H and K to appear during points where the movements run unopposed.
2. The proposed stage sequence is not suitable for incorporating into a real controller as the filter stage needs to be followed by the main road stage to ensure the filter closes properly.
3. A number of lanes do not have the correct "Give Way" conflicts marked for right turning traffic. This can give falsely optimistic results. These will need to be checked and corrected.
4. A number of the lanes are modelled as being over 4m wide. This can give saturation flows that are too high and unable to be met in practice. Re-measure and update all lane widths.
5. The left filter lane is modelled as a "long lane" but is shown as a flare in the drawing. The model should be updated to reflect this, a value of 5 PCU looks appropriate. This will reduce capacity on this link.
6. The internal link between the two junctions has very limited capacity, approximately 5 PCUs. Blocking between the junctions is likely to be a major issue and will reduce capacity further.

#### LINSIG Model

The supplied model has been updated to address some of the issues highlighted and re-run. The following results indicate the more realistic performance:-

AM Peak, peds every other cycle, 9.8%

AM Peak, peds every cycle, 2.5%

PM Peak, peds every other cycle, -23.6%

PM Peak, peds every cycle, 0.6%

Note all are now under the 10% recommended level.

CEC Traffic Signals

24 March 2016

#### Children + Families comment

The application is for planning permission in principle for a residential development. This assessment is based on a development of 1,500 homes, consisting of 1,200 houses and 300 flats.

#### Predicted pupil generation

|   |                       |     |
|---|-----------------------|-----|
| - | Primary School (ND)   | 330 |
| - | Primary School (RC)   | 51  |
| - | Secondary School (ND) | 212 |
| - | Secondary School (RC) | 37  |

In line with the new 'Developer Contributions and Affordable Housing' guidance approved by the Planning Committee on 3 December 2015, a city-wide cumulative assessment of housing land capacity and education infrastructure is currently being prepared. Following the completion of this study, education actions required to mitigate the impact of planned and anticipated housing development, including land safeguards, will be established. The collection of developer contributions towards these actions is through a Contribution Zones approach.

*This site falls within the West Edinburgh Education Contribution Zone and the South West Edinburgh Education Contribution Zone. However, it is likely that if the application was assessed under the Contribution Zone approach it would contribute in its entirety to the West Edinburgh area. The assessment for this area still requires to be completed and final actions and contribution levels will be established following consideration of the Reporter's findings in relation to the Second Proposed Local Development Plan (LDP).*

*It is therefore recommended that any negotiation of developer contributions is delayed until this time.*

*However, as the application is likely to be reported to the Development Management Sub-Committee prior to publication of the Reporter's findings in relation to the LDP, the application has been assessed on its own merits.*

*The 'East of Milburn Tower Education Infrastructure Appraisal' (reported to Planning Committee on 14 May 2015) identified a need for additional education infrastructure to accommodate the pupils expected from 1495 houses. The updated assessment below is based on the potential mix of 1200 houses and 300 flats.*

#### *Primary School requirements*

*A new double stream primary school will be required. The applicant has indicated that this could be delivered on the development site. If planning permission is to be granted, the applicant will be required to discuss this and agree appropriate terms with Communities and Families prior to the S75 being signed.*

*Two additional RC Primary School classes to accommodate 51 new pupils will also be required. It is likely that these would be delivered at St Cuthbert's RC Primary School.*

#### *Secondary School requirements*

*The majority of the site is within Craigmount High School's catchment. The LDP Education Appraisal (2014) indicated that additional capacity will be required at secondary schools serving West Edinburgh to accommodate an estimated 441 non-denominational pupils from housing sites identified in the LDP. The previous appraisal indicated that this would be provided at Craigmount High School, The Royal High School or Forrester High School, or across a combination of these.*

*The reassessment of the West Edinburgh Education Contribution Zone to take account of the 'Developer Contributions and Affordable Housing' guidance has yet to be finalised, however early indications are that additional capacity will now be required to accommodate an estimated 574 non-denominational pupils.*

*If the number of pupils expected to be generated from this site was included, additional capacity for 786 pupils will be required. In this scenario it is more likely that, given the significant extent of additional capacity which would be necessary, the additional accommodation required would be provided through the delivery of a new secondary school to serve all the new housing sites in West Edinburgh rather than by extending existing schools.*

*The appropriate location for a new secondary school will be identified following consideration of the Reporter's findings in relation to the LDP, however at this stage Communities and Families does not expect it would be on this development site.*

*Additional capacity will also be required at St Augustine's RC High School to accommodate an estimated 37 pupils.*

### *Summary*

*If the site was to be assessed on its own merits, without following the new approach outlined in the 'Developer Contributions and Affordable Housing' guidance, Communities and Families would require the developer to provide the following:*

- *£10,783,133 (as at Q1 2015) to deliver a double stream primary school and 40/40 nursery;*
- *ha fully serviced and remediated primary school site (at a location to be agreed with Communities and Families);*
- *£705,308 (as at Q1 2015) for a two-class RC primary school extension;*
- *£10,087,991 (as at Q1 2015) towards the costs of providing additional non-denominational secondary school accommodation (based on a proportion of the estimated cost of delivering an 800 capacity secondary school and securing a 4.2 hectare fully serviced and remediated site in West Edinburgh);*
- *£1,180,496 (as at Q1 2015) to provide additional RC secondary school accommodation.*
- *Note - all contributions, other than for land purchase, shall be index linked based on the increase in the forecast BCIS All-in Tender Price Index from Q1 2015 to the date of payment.*

*If the appropriate contribution and the necessary fully serviced and remediated site for a new primary school (at a location to be agreed with Communities and Families) is to be provided by the developer, Communities and Families does not object to the application in principle.*

### *Badgers*

*Report received.*

### **Spokes**

*The development's consideration of cycling and walking within the site is commendable and there are also desirable proposals for improved cycling and walking infrastructure there. However, given the scale of the development, these are modest and do not include much needed but expensive external interventions. Overall our judgement is that the planned development would significantly worsen conditions for cycling (and walking) on the surrounding roads, particularly Gogar Station Road, the consequences of which would outweigh any benefits that are planned to assist active travel. For this reason we oppose the development as currently proposed.*

*New developments should not be permitted if they worsen cycling and walking conditions - and indeed, they provide an opportunity to improve conditions. Should*

*substantial additional measures, as we suggest below, be included to encourage and assist active travel we would consider withdrawing our objection.*

#### *New Traffic Impacts*

*The site is hemmed in, by the railway to the south, City Bypass to the east, A8 to the north. Gogar Station Rd (GSR) appears to offer the only scope for vehicle access, apart from the existing more northerly underpass of the Bypass, which would connect to Lochside Avenue and the road network of Edinburgh Park, which itself is problematic, since access to this is deliberately limited.*

*Gogar Station Road is essentially a minor rural road, quite unsuitable for the traffic generated by the proposed 1500 homes. The road has recently been re-surfaced to include cycle lanes in both directions, to provide cycle access to the RBS complex at the northern end, as well as to destinations further west, such as the airport.*

*The significance of this road for cyclists is considerable, since it enables cyclists to avoid the Gogar roundabout at the northern end of the City Bypass, which is quite unsuitable for and therefore unused by cyclists. The recent cycle friendly improvements to GSR are most welcome, and would be completely negated by the increase in traffic volumes caused by the proposed new development.*

*The developer's traffic assessment seems to us to considerably underestimate and underplay the likely new traffic impacts. Will 1500 homes only give rise to 263 vehicle departures in the morning peak. What impact will the morning peaks additional 329 estimated vehicle trips do to traffic on the narrow Gogar Station Road? The developer proposes additional "shuttle traffic signals" to improve safety where the road narrows. This will clearly impede traffic flows and we suspect that long queues of motor vehicles will form increasing air pollution and rendering cycle lanes unusable.*

*We are indebted to a blogger who points out that whilst the travel assessment uses the Local Development Plan (LDP), Transport Appraisal's "Do something scenario", the developer is not planning to do the "somethings" which the LDP proposes - road widening. But even if widening were to happen the volumes would mean cars needing to wait behind cyclists looking for a gap in oncoming traffic before overtaking is possible. Given traffic volumes only a segregated two way cycleway along Gogar Station Road would provide a suitable solution. The developer should be required to provide this infrastructure.*

*As an alternative, perhaps Gogar Station Road could be left untouched and all motor traffic access and exit the site from the Gogar roundabout?*

#### *Encouraging Active Travel by Residents*

*Given the scale of the development and the vast profit likely to be achieved, the developer should also pay for other infrastructure improvements to benefit residents and other active travellers. At the north end of the development, where maybe 1/3 of all residents will be, the plans will only provide useful access to the A8 going west. Usable access for pedestrians and cyclists to the Gyle Shopping Centre, the soon to be constructed Rail/Tram interchange, and other north-west Edinburgh destinations, needs to be facilitated. It is not practical to expect people to make a two kilometre detour to use the existing underpass to get to the Gyle. A new northern route could be*



achieved by a new controlled crossing, a ramped overbridge or a new underpass of the A8 and/or the A720.

We welcome the proposal to make the more northerly of the two existing underpasses of the A720 accessible on foot, cycle or by bus only. This will enable residents from the middle and south of the site to walk/cycle to the Gogar Interchange, Gyle Retail Park, to the tram, and other destinations. Good signage is important, to encourage this active travel, and each household must receive travel plans and advice to show what is possible without a car.

The more southerly current underpass of the A720, which connects the site to Edinburgh Park, needs to be lit, good signage put in place, and better-designed approaches at both ends. On the west side, the approach track from the south is currently rough track and should be given a properly sealed surface. The development should meet all these upgrade costs.

*Right-of-Way:* we welcome the proposed improvements to the preserved right of way that crosses the site.

*Travel to School:* Craigmount, Forrester and St Augustine's secondary schools are within cycling distance. The entire routes should be assessed and made suitable for unaccompanied children, and households must be given information on how to get there by bike.

*Internal Access:*

We welcome the provisions outlined in the Design and Access Statement which will encourage walking and cycling by including, for example, suggestions for running/walking/cycling circular routes of varying distances, both within the site itself and partly beyond, making use of the underpass.

The internal landscaping, with the proposed diversion of the Gogar Burn, should be attractive and user-friendly and offers opportunities for active recreation. However we would suggest an extra foot/cycle bridge, halfway along the straight section in the centre of the site, to make the site more permeable.

However, whilst recreational opportunities are welcome, the primary concern must be to ensure direct, pleasant and safe cycling routes from all housing areas to all important destinations outwith the site, including those mentioned in this submission, as well as within the site.

### **Scottish Water comment**

*Following an assessment of our assets I can now confirm that at this time:*

*Water:*

*There is currently sufficient capacity in the Marchbank Water Treatment Works to service the demands from your development. However, a Water Impact Assessment is required to ensure that the network can supply adequate flow and pressure to your proposed development and our existing properties in the area.*

*Wastewater:*

*There is sufficient capacity in the Edinburgh Waste Water Treatment Works to service the demands from your development. There are currently network issues in this area and a Drainage Impact Assessment will be required to establish if there is sufficient capacity within the existing infrastructure to accommodate the demands from your development.*

*Scottish Water is committed to assisting development in Scotland and has funding under our current investment period to upgrade our water and waste water treatment works however our regulations from the Scottish Executive for our current investment programme (2006-2014) state that should your development require Scottish Water networks to be upgraded this cost will have to be met by the developer.*

*If you wish Scottish Water to undertake a Drainage Impact Assessment and Flow & Pressure testing, a quotation for these works can be provided on request.*

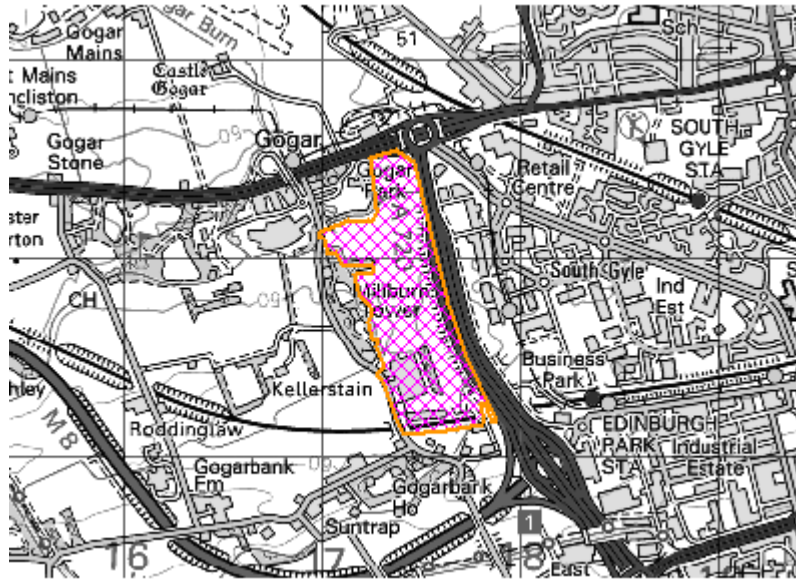
*It is important to note that Scottish Water is unable to reserve capacity and connections to the water & wastewater networks can only be granted on a first come first served basis. For this reason we may have to review our ability to serve the development on receipt of an application to connect.*

**Ratho and District Community Council**

*No comment received*

## Location Plan

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**END**