

Development Management Sub Committee

Wednesday 30 August 2017

Application for Planning Permission in Principle 16/05417/PPP

**At South East Wedge Development Site, Old Dalkeith Road,
Edinburgh**

**Proposed residential development, community parkland and
a primary school on land at Edmonstone, the Wisp, South
East Edinburgh**

Item number	6.2
Report number	
Wards	A17 - Portobello/Craigmillar (Pre May 2017)

Summary

The development proposes residential development, a new school, community facilities and green spaces.

The proposal would deliver approximately 750 residential units, of which 25% would be affordable and would contribute towards meeting Edinburgh's housing needs. The proposed parkland would provide benefits to the local community and would improve footpaths and cycle links into the area. The applicant is also proposing a site for a new primary school.

The application raises a number of issues which do not need to be resolved at this stage and could be addressed through the submission of subsequent AMC applications, if planning permission was granted. These relate to technical matters such as air quality, archaeology, noise and ground conditions. Further information would be required regarding biodiversity, transport and cumulative impacts.

However, the principle of housing on this site is not supported and the development is contrary to the Edinburgh Local Development Plan (LDP).

The land is allocated as green belt in the LDP and has been identified as a greenspace proposal in order to provide a landscaped, multi-functional parkland, woodland and country park, linking to Midlothian. Although the applicant is proposing to deliver and maintain a proportion of the site as a parkland, the construction of houses would result in the loss of a significant part of the park. This would remove the opportunity to provide a strategic parkland for the benefit of the City as well as the immediately adjoining neighbourhood areas, which are among the most deprived in Scotland.

The development is also not supported by the Strategic Development Plan (SESPlan) in that it would prejudice the delivery of the green network.

In terms of the landscape, it is acknowledged that there are a number of urban interventions around the site that impact on the overall landscape setting and character of the site. However, this reinforces the site as an area of strategic importance in providing parkland and cycle/footpath links between the Edinburgh BioQuarter and new housing developments at Greendykes/Craigmillar and forms an important visual link to Craigmillar Castle. This would be impacted to a significantly detrimental degree if the site was developed.

Therefore, on balance, the principle of the development is not supported. Development of this site would prejudice the development of the parkland, which would be detrimental to the future communities in the area. The visual impact on the landscape has been assessed and is not acceptable. Although there is a recognised need to provide new housing in Edinburgh, this site has been assessed during the preparation of the LDP, but it was not supported due to its importance as a strategic green space. There are no overriding material considerations which outweigh this conclusion.

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

Due to the fact that the development is a significant departure from the development plan and currently in Council ownership, the application requires to be referred to the Scottish Ministers if it is granted.

Links

[Policies and guidance for this application](#)

LDPP, LDEL01, LDES01, LDES02, LDES03, LDES04, LDES05, LDES06, LDES07, LEN03, LEN07, LEN08, LEN09, LEN10, LEN11, LEN16, LEN21, LEN22, LHOU01, LHOU02, LHOU04, LHOU06, LHOU10, LTRA01, LTRA08, LTRA09, LTRA10, OTH, NSGD02,

Report

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Proposed residential development, community parkland and a primary school on land at Edmonstone, the Wisp, South East Edinburgh

Recommendations

1.1 It is recommended that this application be Refused for the reasons below.

Background

2.1 Site description

The site covers approximately 65 hectares of green belt land in the Edmonstone area of south-east Edinburgh. It comprises open grassland and scrubland with occasional mature trees and informal paths and desire lines traversing the site. Areas of dense woodland exist in the far north and south-west portions of the site. The site undulates throughout, sloping from east to west into the valley at Little France Drive.

The Edinburgh Royal Infirmary and the initial phases of the Edinburgh BioQuarter development are situated to the west of the site, beyond which lies the A7 Old Dalkeith Road and the suburb of Moredun. Residential properties forming the area of Danderhall (within the jurisdiction of Midlothian Council) are located adjacent to the south east, immediately beyond The Wisp. The A6106 (The Wisp) is adjacent to the east of the site and forms the boundary with Midlothian Council. The areas of Craigmillar, Greendykes and Niddrie are situated to the north. New residential properties are currently under construction adjacent to the north of the site in the vicinity of Greendykes.

The Edmonstone Local Biodiversity Site straddles part of the southern boundary and is noted for its mixture of woodland, grassland and arable habitats that support a number of locally notable plants. The Craigmillar Castle Hill and Hawkhill Wood Local Biodiversity sites overlap with the north-western part of the site and are noted for a mixture of woodland and grassland habitats.

The southern portion of the site is contained within a Special Landscape Area and is a Nature Conservation Site. The northern portion of the site includes Hawkhill Wood and this is part of an Inventory Historic Garden and Designed Landscape.

The East Lodge is a category B listed building (LB reference: LB49519, listed on 10 July 2003) and is located within the site at the partially constructed road on the south east corner. Also within the site is the Home Farm Enclosure, which is a scheduled ancient monument (SAM).

The ruins of the former Edmonstone House are located to the south of the site.

2.2 Site History

This site:

8 August 2013 - The Craigmillar Urban Design Framework is approved.

4 November 2016 - Application withdrawn for proposed residential development, community parkland and a primary school on Land at Edmonstone, the Wisp, South East, Edinburgh (application number: 15/05074/FUL).

11 January 2017 - Application withdrawn for the development of an area of existing open space into public parkland, to include new active travel links with lighting, paths, landscaping, habitat creation/enhancement and tree planting (application number: 16/02661/FUL).

Other relevant applications within the area:

14 February 2008 - outline planning permission for an 80 bed private hospital on the site of the former house, granted subject to a legal agreement to secure the reinstatement of the designed landscape including use of the policies as a country park and transport contributions (application number: 04/03551/OUT).

27 July 2010 - outline planning permission for a residential care village on the field to the south of the hospital site (and south and west of this application site), granted subject to a legal agreement to secure a landscape strategy and transport contributions (application number: 08/00934/OUT).

27 July 2010 - outline planning permission for the erection of a care home in the walled garden (to the west of this site), granted subject to a legal agreement to secure a landscape strategy and transport contributions (application number: 08/00936/OUT).

6 December 2011 - Proposal of Application Notice for residential development of two storey houses with associated roads and landscaping on land to the west of the site (and access to the north) (application number: 11/03928/PAN).

8 November 2011 - full planning permission granted to form access road at the north of the site to serve private hospital, care home, care village (application number: 11/02143/FUL).

11 November 2011 - listed building consent granted to relocate existing stone gate posts at the East Lodge (application number: 11/02145/LBC).

11 October 2012 - planning permission for residential development with associated roads and landscaping refused on land largely to the west of the site in the walled garden and eight acre field. The decision to refuse the application was appealed to the Scottish Ministers. The appeal was allowed, subject to a legal agreement, and a decision notice was issued on 20 September 2013 (application number: 12/01624/FUL).

15 April 2014 - listed building consent granted to alter and renovate derelict listed south lodge (545 Old Dalkeith Road) to form single dwellinghouse, with associated access and landscaping (application number: 14/00695/LBC).

24 April 2014 - application granted for renovations and alterations to the listed south lodge (545 Old Dalkeith Road) to form single dwellinghouse with associated accesses and landscaping (application number: 14/00694/FUL).

25 November 2014 - application granted to amend existing consent 12/01624/FUL (residential development) to revise housing mix and elevations (application number: 14/00578/FUL).

12 February 2015 - Reporter from the Department of Planning and Environmental Appeals granted planning permission in principle for residential development, ancillary uses and associated development (application number: 14/01057/PPP).

23 April 2015 - planning permission was granted for ground stabilisation works (application number: 14/01166/FUL).

23 April 2015 - application granted for a cemetery (including provision for woodland burials), memorial garden, chapel of rest and associated development (application number: 13/05235/PPP).

24 April 2015 - application granted on the same site for a cemetery, crematorium, memorial garden, chapel of rest and associated development (application number: 13/05302/PPP).

2 February 2017 - section 42 application granted to extend the outline hospital consent (04/03551/OUT) for a further 3 years (application number: 12/00764/FUL).

Main report

3.1 Description Of The Proposal

Planning permission in principle is sought for the erection of approximately 750 residential units, the development of community parkland and a new primary school.

An indicative development layout and supporting Design and Access Statement have been submitted to show how the site could be developed. It shows a block of housing in the northern section with a frontage onto The Wisp, and two further wedges of housing areas around roads in a series of concentric arcs with frontage onto the green space north of the BioQuarter. There is an additional area of proposed housing in the southern part of the site adjacent to the BioQuarter.

The units are indicatively shown as a mix of flats and houses. The flats are up to six storeys in height along the frontage facing the parkland and up to four storeys fronting The Wisp. The rest of the units comprise two and three storey dwellings.

Affordable housing is proposed to be provided at a rate of 25% of the total number of units.

The proposed new primary school is located in the southern part of the site.

Vehicular access is proposed to be taken from two points along the new Greendykes access, with a third point of access being taken from an existing access road along The Wisp. A new primary street is proposed to connect the Greendykes access with the existing access road to the south of the site.

Pedestrian access is proposed to be taken from a number of points along The Wisp, with a series of connections to the new Greendykes development to the north, the BioQuarter to the south and north-westerly towards Craigmillar Castle.

Open space for the site is proposed to be provided within the parkland, as well as within new areas of woodland on the northern boundary along the primary access road and within the scheduled ancient monument (SAM). The space between the proposed housing units and the BioQuarter at its narrowest point is approximately 130 metres (although only 60-70 metres is within the application site boundary; the rest is within the ownership of the BioQuarter and is currently in the form of a landscaped bund). Within the remaining parkland, paths are proposed to be formed, linking the park to the BioQuarter and other adjoining areas.

Supporting Information

An Environmental Statement was submitted in support of the application. It examined the landscape and visual impact of the proposal, as well as the impact on traffic and transport and ecology. It also covered the following topics:

- Socio-Economic Assessment;
- Transportation and Access Appraisal;
- Noise and Vibration Assessment;
- Air Quality Assessment;
- Tree Survey;
- Archaeology and Cultural Heritage Impact Assessment;
- Ground Conditions and Water Resources Assessment; and
- Cumulative Impact Assessment.

A Transport Assessment was submitted with the application and this examined the cumulative impact assessment of other developments within the Edinburgh Council boundary and Midlothian.

Other supporting documents include:

- Planning Statement;
- Pre-application Consultation Report;
- Park Delivery Statement;
- Design and Access Statement;
- Sustainability Statement, and
- Drainage Report and Engineering Assessment.

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

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 residential development is acceptable;
- b) there is an effective 5 year housing land supply;
- c) this is an effective housing site;
- d) the proposed development would prejudice the wider strategic development of other land, including land within the adjoining local authority areas;
- e) there are any infrastructure constraints;
- f) the proposal would have acceptable transport impacts;
- g) the scale, design and layout of the proposed development is acceptable;
- h) the development would have an adverse impact on the landscape, including the historic landscape;
- i) the proposal would have an adverse impact on the biodiversity or ecology of the area;
- j) there is sufficient amenity for existing neighbours and future occupiers, and the affordable housing provision is acceptable;
- k) the proposal would raise drainage, flooding, ground stability or contamination issues;
- l) the proposal would have any detrimental air quality impacts;
- m) the development would have any adverse impact on any archaeological remains or the scheduled ancient monument;

- n) the proposal would meet sustainability criteria;
- o) the proposal would have any equalities or human rights impacts; and
- p) the comments raised by third parties have been addressed.

a) The Principle of the Development

Section 25 of the Town and Country Planning (Scotland) Act 1997 states that any determination under the Planning Acts should be made in accordance with the development plan, unless material considerations indicate otherwise. In this case, the development plan comprises the South East Scotland Strategic Development Plan (SESplan) and the adopted Edinburgh Local Development Plan (LDP). Other material considerations include Scottish Planning Policy (SPP) and the Craigmillar Urban Design Framework.

Conformity with SESplan

SESplan was approved in June 2013. The Spatial Strategy sets out locational priorities for development up to 2024 and gives a broad indication of the scale and direction of growth up to 2032. Policy 1A, supported by Figure 1, identifies the Strategic Development Areas (SDAs) where there will be a focus on development and to which new strategic development is to be directed. These locations maximise the potential for development, meeting sustainability and environmental objectives. The site falls within the South East Edinburgh SDA.

Policy 1B (Spatial Strategy Development Principles) sets out the broad principles for LDPs in bringing development forward. Broadly, these principles seek to protect areas with national and local environmental designations and conserve and enhance the natural and built environments.

As noted, the application site is located within the South East Edinburgh SDA. Although this means that the location of the site does not conflict with SESplan's overall spatial strategy, this does not mean that all land within the SDA is required for housing or suitable for housing development in principle. The SDP requires the provision in LDPs of a green belt around Edinburgh for a number of stated purposes, namely to direct planned growth to the most appropriate locations; support regeneration objectives; protect and enhance the quality, character, landscape setting and identity of towns and the City; and protect and give access to open space within and around Edinburgh. Several areas of significance to the Edinburgh Green Belt lie within the South East Edinburgh SDA, and SDP Policy 1A requires LDPs to take account of such environmental constraints. This is assessed further below.

SDP Policy 12 (Green Belts) continues to require that the relevant Local Development Plans define and maintain a green belt around Edinburgh. Paragraph 129 of the SDP further states that in preparing Local Development Plans, authorities should seek to minimise the loss of land from the green belt and effort should be made to minimise the impact on green belt objectives and secure long term boundaries. The policy contains four criteria.

Criterion a) of Policy 12 aims to maintain the identity and character of Edinburgh and Dunfermline and their neighbouring towns, and prevent coalescence, unless otherwise justified by the local development plan settlement strategy. In assessing this proposal against Policy 12, it has the potential to undermine the identity and character of Edinburgh due to its prominent ridge location. It would have an impact on the greenspace leading into Midlothian and prejudice the delivery of the Holyrood to Dalkeith green network as set out in the SESplan Main Issues Report. It would also result in the coalescence of settlements due to the proximity of Danderhall and other local plan allocations in the Proposed Midlothian Local Development Plan.

The development would therefore not meet the first criterion.

Criterion b) states that one of the purposes of the defined Edinburgh Green Belt is to 'direct planned growth to the most appropriate locations and support regeneration'. Since the proposal does not conform in principle to the development plan, this application does not constitute planned growth. The Environmental Report (2013) that supports the LDP assessed part of this site in terms of its suitability for development (identified as South East Wedge Parkland, North). The assessment concluded that through the realisation of the parkland proposals, this site will have an important role in providing open space and path routes connecting the settlements of Little France, Danderhall and Craigmillar. It was therefore not considered appropriate for housing development. In addition, a release of additional greenfield sites would be likely to undermine the redevelopment of brownfield sites, and so would not support regeneration.

The proposal does not meet the second criterion.

Criterion c) states that maintaining the landscape setting of Edinburgh is one of the purposes of the green belt. Although a masterplan and development principles have been submitted showing sensitive planting throughout the site and along prominent ridgelines, the development of the site's ridge top location would impact upon the wider landscape setting of the City. The site is visually prominent in views from Craigmillar Castle and throughout the City skyline (including from Queen's Drive) and from the surrounding road network. The landform visually contains the existing urban edge and provides an undeveloped skyline in eastward views. In views from within the site, parkland forms a foreground element in views towards the City with a near continuous backdrop of Edinburgh's hills.

The impact on the landscape is further assessed in 3.3(h) below.

Criterion d) states that green belts should 'provide opportunities for access to open space and the countryside'. The proposals would remove 17 hectares (42 acres) of strategic parkland. While some areas of open space would remain between the proposed housing and the BioQuarter, the main consideration is whether the area of open space that is left would provide adequate opportunities for access to open space and the countryside. Opportunities would remain on the wetland area and upper meadow, where the applicant is not proposing to develop, and the resultant areas of parkland between the proposed housing and the BioQuarter would provide some amenity. Furthermore, it is noted that the masterplan submitted in support of the application shows a network of paths and routes connecting the surrounding residential areas and there is potential for connections to Midlothian. The applicant also submitted a supporting document outlining how the parkland could be delivered. It included the formation of meadowlands between the BioQuarter and the proposed development and all associated planting of grass and trees to be carried out within the first phase of the housing development. The major pathways, being the Active Travel Route and the main pathway to the north between the proposed development and the Greendykes development would be delivered as part of the first phase, making the whole area accessible and functional. The area of the proposed housing would be landscaped on an interim basis until such time as it is developed.

In addition, the existing bund running along the northern boundary of the BioQuarter is proposed to be reconfigured by the developer and the meadow grassland would be extended into the BioQuarter land where a border of trees would be planted along the edge of its proposed development area as per the layout in the BioQuarter Masterplan.

These actions are supported in principle, particularly the formation of the paths and routes at an early stage, and these would improve the current accessibility and provide opportunities to access open space.

However, at the narrowest point, only 60 metres of open space is provided between the boundary of the BioQuarter and the proposed housing. The delivery of a strategic area of open space in this location has been a fundamental aim of the LDP (and proceeding adopted local plans), as well as the Craigmillar Urban Design Framework, which underwent significant local community consultation. The loss of the large area of parkland would remove an opportunity to create strategic open space for residents of Edinburgh and beyond. The applicants have pointed out that the resultant area of parkland between the edge of the proposed housing and the edge of the buildings in the BioQuarter would be similar in width to that of the Braidburn Valley Park near Morningside. While the Braidburn Valley Park is an attractive urban park, the scale of the South East Wedge Parkland is identified in the LDP to provide a strategic area of parkland to benefit the whole of the City and Midlothian.

The site also forms an important part of the Central Scotland Green Network (CSGN), as contained within National Planning Framework 3 (NPF3) and the removal of the parkland would prejudice the delivery of the CSGN in this location.

Therefore, despite its benefits in terms of providing linkages and retaining some areas of open space, the application does not accord with this objective.

The provisions of SDP policy 12 confirms that:

- Despite an increased need for more housing land, the Edinburgh LDP must also designate land as green belt in places where it will help meet green belt objectives.
- This process should not be undermined by approving housing proposals on land identified as green belt in the emerging LDP.

As stated above, granting planning permission on this site would undermine green belt objectives in a number of ways. Overall, the proposal does not comply with SDP Policy 12.

Conformity with the LDP

The site is within the green belt in the adopted LDP. It is also identified as a specific greenspace proposal (GS4).

With regards to the green belt, policy ENV 10 (Development in the Green Belt and Countryside) only permits new development for the purposes of agriculture, woodland and forestry, or where a countryside location is essential. Development of this site for housing would not comply with policy ENV 10.

The greenspace proposal (GS4) seeks to retain the land around Craigmillar/Greendykes in the green belt, in order to provide a landscaped multi-functional parkland, woodland and country paths, linking to Midlothian. In assessing the proposal against GS4, a degree of parkland is proposed to be provided and enhanced as part of the proposal.

The main issue that requires consideration is whether the narrowing of the parkland to form a green corridor as a result of the development would provide a sufficient area of land in order to provide a multi-functional parkland for the future residents of the adjacent housing developments, as well as providing an area of valuable strategic open space for the City. It could be argued that ground levels and poor environmental management currently prevent this area of land from realising its full potential as a parkland, and the fact that the site is subject to large amounts of fly-tipping prevents it from being utilised to its full extent.

However, in assessing the appropriateness of the area of resultant parkland, it is important to consider that, at present, the wider area is undergoing considerable amounts of regeneration. At Greendykes there are over 1000 homes with planning permission under construction, as well as the development of the BioQuarter and new Royal Hospital for Sick Children. The character and function of the area will intrinsically change as a result of all this development. This will have a consequential impact on the function, use and need of the parkland. Although the application site is currently not attractive or particularly well-used, housing development on this site would remove this land from the green belt in perpetuity and would prevent this site from realising its full potential in the future as a multi-functional parkland which would benefit the new residents of the adjoining housing areas, as well as providing a landscape setting for the BioQuarter. Development of the land would also prejudice the green link from Holyrood Park to Shawfair and hence prejudice the function of the green belt at this location.

It is noted that despite consistent allocation of this site for parkland in previous adopted local plans, the Council has not delivered a strategic parkland. This has mainly been due to the fact that the land was not entirely within Council ownership. However, this has been resolved and some work has already been carried out by the Council in order to deliver the parkland. The park consists of two main sections on each side of the restored Niddrie Burn; the northern section has benefitted from works carried out by the Council, including new footpaths, lighting and planting. The applicant has indicated that the southern section between the proposed housing and the BioQuarter will be integrated with these existing works, with the aim of delivering a fully functioning park at an early date.

The applicant is proposing a series of works to be undertaken in the southern section, including the formation of managed meadowland between the proposed development and the BioQuarter, along with the pathways that run through and along it linking it to the residential areas and the BioQuarter. An Active Travel Route is shown on the plans and proposes to link up to the existing path that terminates at the Niddrie Burn. This new path will take the Active Travel Route through the Park to the Wisp linking it to Midlothian. Alongside the pathways, amenity grass and tree planting is proposed.

Therefore, the applicant is proposing to connect to the existing paths and effectively deliver a parkland on the remaining land outwith the housing areas. The provision of paths and linkages is fully supported.

However, during the LDP examination process, the Reporter considered representations from the applicant (Springfield Homes) regarding the area of land that they own within this application site. Springfield Homes stated that the South East Wedge Parkland Greenspace Proposal and green belt boundary should be amended to exclude land at The Wisp (South) in order that the site could be allocated for housing with a capacity of 250 units.

The Reporter considered this and concluded that whilst the planned open space will be substantially reduced by the housing allocations to the north and south, this site forms part of a continuous green wedge running from the wider green belt westwards between Greendykes and the BioQuarter. The Reporter considered that its retention is important in providing open space and recreational routes connecting through these areas, and that development of this site would effectively dislocate the green belt to the west with the wider countryside in Midlothian to the east, to the significant detriment of green belt objectives.

Furthermore, whilst development at the Wisp results in a consequent change to the green belt to the north, the Reporter stated the circumstances for this site are different given that the objective of open space proposal GS4, South East Wedge Parkland is described as multifunctional parkland, woodland and country paths linking with parallel developments in Midlothian. The site forms part of the City's green network in the Open Space Strategy and secures a green link through to Midlothian. Development of the sites to the north and south will accentuate the importance of this remaining area in maintaining continuity of this green corridor and its contribution to green belt objectives in terms of recreational access. Consequently, the Reporter concluded that he did not consider the site should be identified for housing and that it should be retained in the greenbelt and as open space.

Therefore, at this stage, the proposal cannot be justified in terms of policy ENV 10 and greenspace proposal GS4 on the basis that it is not an appropriate form of development in the green belt and is not proposing adequate space for a multi-functional strategic parkland.

Scottish Planning Policy 2014 (SPP)

SPP introduces a presumption in favour of development that contributes to sustainable development. Paragraph 110 of SPP states that the planning system should:

- identify a generous supply of land for each housing market area within the plan area to support the achievement of the housing land requirement across all tenures, maintaining at least a five-year supply of effective housing land at all times;
- enable provision of a range of attractive, well-designed, energy efficient, good quality housing, contributing to the creation of successful and sustainable places; and
- have a sharp focus on the delivery of allocated sites embedded in action programmes, informed by strong engagement with stakeholders.

SPP Paragraph 29 lists a number of sustainable development principles which should be used to guide decisions. It 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.

In terms of assessing the proposal against the principles of SPP, the applicant has provided justification as to why this site is suitable for development based on its contribution to the economy in that investment in construction would occur as jobs are created during the construction period. In addition, the appellant argues that the site would result in an increase in economically active people in the area, which would support increased expenditure on local services. The applicant has also committed to providing apprenticeships for school leavers in the local community.

While it is acknowledged that construction jobs could be created as a result of this development, this site has been considered in line with green belt objectives and SPP. The key aim of SPP is to deliver sites in a plan-led manner and as SPP sets out, the aim is to achieve the right development in the right place; it is not to allow development at any cost. The potential economic benefits of developing this site cannot outweigh the environmental cost and irreversible impact on the landscape setting of the City. This is examined further below. At this stage, development of the site is not in accordance with the principles of SPP.

Craigmillar Urban Design Framework (Updated 2013) and the BioQuarter and South East Wedge Parkland Supplementary Guidance

The Craigmillar Urban Design Framework (CUDF) sets out a vision and planning principles for development of the Craigmillar area. This application site is within the CUDF and is identified as a being retained as a parkland.

Similarly, the BioQuarter and South East Wedge Parkland Supplementary Guidance contains development principles which relate to the parkland. These detail that the parkland should have a clearly defined landscape structure; maximise biodiversity throughout the design; be a visually stimulating environment which provides a clear transition between the urban area and Edinburgh's rural hinterland; and through its design, walkways and planting, protect views to Craigmillar Castle, Arthur's Seat and Edinburgh Castle.

The proposal to build houses on the parkland does not accord with the CUDF or the Supplementary Guidance.

Conclusion

The principle of residential development is not acceptable on this site. It is therefore important to assess whether there are other material considerations which could indicate acceptability of the proposal. These are examined below.

b) The Five Year Housing Land Supply

The five-year effective land supply is defined as the expected number of completions on all effective sites over the following five-year period.

The latest assessment of the housing land supply in the City of Edinburgh is the 2016 Housing Land Audit and Delivery Programme (HLADP) which was reported to Planning Committee on 6 October 2016. With the exception of a single site, the supply of effective housing land and the delivery programme within the HLADP were agreed as reasonable with Homes for Scotland.

The 2016 HLADP concludes that there is sufficient effective housing land for the next five years, and in the longer term, to meet the housing land requirements set by the SDP.

The HLADP examines both the supply of effective housing land (the input) and the expected delivery of new homes (the output). The 2016 HLADP recorded a significant increase in the five year delivery programme compared to previous audits. However, the delivery of new homes anticipated over the next five years is still below the five year delivery target (88%). This is due to market forces, and the fact that the contribution to the effective land supply of a particular site is dictated to a large extent by the developer. A site may be completely clear of any form of planning or physical constraint but if, for marketing or other reasons, a developer intends to limit the pace of development, only a fraction of the site contributes to the effective supply. This then has the contradictory effect of requiring additional land to be identified and allocated. Planning Advice Note (PAN) 2/2010 provides additional advice to aid with this.

Planning Advice Note (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. Programming of sites is an important element of the audit. Programming is an indication of the expected annual completions on each site, taking account of the lead-in times, the ability of the site to be developed, and the capacity of the local housing market. The housing land audit should show the expected completions on sites over the following five years. The contribution of any site to the effective land supply is that portion of the expected output from the site which can be completed within the five-year period. It will be important that the programming is also related to the expected timing of housing land allocations in the local development plan.

However, PAN 2/2010 also notes that the delivery of new homes is affected by many economic and demand factors unrelated to the supply of effective land available for development. The anticipated output programme, therefore, is not the only assessment that the Council considers to measure the adequacy of the land supply. Land supply is also considered in terms of the capacity of unconstrained land available for development. The 2016 HLADP recorded a supply of effective housing land for 25,748 units - more than sufficient for the next five years and sufficient to meet the housing land requirement for the entire LDP period (to 2026).

Therefore, while there may be a shortage in housing land per se based on the 'input' (i.e. the physical amount of land), there is no shortage in the number of units that could be delivered over the next five years to meet housing land requirements, based on an agreed level of 'output'. The release of this site is therefore not required in terms of providing more land for housing.

In addition, this application is for planning permission in principle. In terms of timescales for the delivery of housing on this site, this would not happen for at least another two years (based on the typical timescales for the conclusion of a legal agreement, and the subsequent applications for matters specified in conditions). Therefore, the contribution that this site could potentially make to any shortfall in the housing land supply would be minimal.

Strategic Development Plan Context

SDP Policy 7 (Maintaining a Five Year Housing Land Supply) is relevant in this instance. This policy sets out the basis for maintaining a 5 year supply of housing land. It states that greenfield housing proposals either within or outwith identified SDAs may be allocated in LDPs or granted planning permission to maintain a five year effective housing land supply subject to the following three criteria being satisfied:

- (a) Development will be in keeping with the character of the settlement and local area;
- (b) Development will not undermine green belt objectives and
- (c) Additional infrastructure required as a result of the development is either committed or to be funded by the developer.

In terms of these criteria, the form of the development could be in-keeping with the character of the local area, although this is mainly due to the fact that a comprehensive redevelopment of the adjoining Greendykes site is underway and there is currently no settled townscape character. So within its immediate context, development of this site would be in-keeping with the character of the local area. However, with regards to the impact of the development on the character of the settlement, it is important to consider the contribution the site currently makes to provide a large area of green belt and visual separation from Midlothian. The site is visible from a number of key viewpoints across the City and development would not form a suitable edge to the settlement. Consequently, green belt objectives will be undermined if development is permitted at this site. With regards to part c) of this policy, this is assessed below. However at this stage, the proposal is contrary to criteria a) and b) of SDP Policy 7 and is not supported.

Adopted Local Development Plan Position

Policy Hou 1 (Housing Development) of the adopted LDP relates to the location of housing development and consists of two parts. The first part gives priority to housing development in the urban area as defined in the Plan.

The application site lies in the green belt as defined in the Plan and so is not supported by part 1 of Policy Hou 1. Should there be a deficit in the maintenance of the five year housing land supply, the site may be assessed in terms of part 2 of Policy Hou 1.

Where a deficit in the maintenance of the five year housing land supply is identified (as evidenced through the housing land audit) greenfield/greenbelt housing proposals may be granted planning permission where:

- a) The development will be in keeping with the character of the settlement and the local area;
- b) The development will not undermine green belt objectives;

- c) Any additional infrastructure required as a result of the development and to take account of its cumulative impact, including cross boundary impacts, is either available or can be provided at the appropriate time;
- d) The site is effective or capable of becoming effective in the relevant timeframe; and
- e) The proposal contributes to the principles of sustainable development.

As noted in the sections above, the proposal does not accord with parts a) and b) of policy Hou 1 part 2. Parts c) to e) are assessed in sections below. However, at this stage, due to the failure of the proposal to accord with parts a) and b), it fails to accord with policy Hou 1.

Summary of Housing Land Position

In summary, the 2016 HLADP concludes that although there is a shortage in the five year supply, there is sufficient effective housing land for the next five years (based on a rate of housing output), and in the longer term, to meet the housing land requirements set by the SDP. There is no justification for this development with regards to releasing additional land for housing.

c) Effectiveness of the Site

Where there is a shortage in the five-year supply, Planning Advice Note (PAN) 2/2010 sets out a number of criteria which should be used to establish whether a site is effective. It notes that not all of the sites in the housing land audit will be effective, and it is important that the audit distinguishes effective, i.e. unconstrained sites, from those that are affected by constraints which cannot be overcome in time to contribute to the housing land requirement. The decisions and assumptions around effectiveness and programming are crucial to the accuracy and usefulness of the data in the audit and therefore merit careful consideration.

To assess any site (or a portion of a site as being effective), it must be demonstrated that within the five-year period beyond the date of the audit, the site can be developed for housing (i.e. residential units can be completed and available for occupation) and will be free of constraints on the following criteria of ownership, physical, contamination, deficit funding, marketability, infrastructure and land use. These are discussed in turn.

Ownership: The majority of this site is within the ownership of the Council (with a portion being owned by Scottish Enterprise) and therefore not solely in the ownership of the applicant. However, the land may be sold to the applicant if planning permission was granted. Thereafter, the applicant would be expected to submit further applications for matters specified in conditions. It is not clear if the site could then be developed within a reasonable timescale in order to make an effective contribution to the five year housing land supply for the period under consideration.

Physical: This site has a number of physical constraints relating to slope, aspect, flood risk, ground stability, former mine workings and vehicular access. These would require to be resolved prior to the construction of development.

Contamination: The site may have some level of contamination. This is examined in (k) below.

Deficit funding: There is no public funding required to make residential development economically viable on this site. Although the site contains an area for a new school, a new primary school would only be required if the development were to proceed; a new school would not be required if the development was refused planning permission. In addition, the delivery of the school would have to be linked with the construction of the housing in order to ensure that there is sufficient space to accommodate the additional pupils arising from the development.

Marketability: The proposal is for approximately 770 units. Current build rates per site are around 50 units per site per year and therefore there is no evidence to suggest that this site will be entirely developed in the five-year period under consideration.

Infrastructure: This is examined in (e) below as the required infrastructure should be provided by the developer to accommodate the development.

Land Use: The site is identified in the LDP as a new parkland in order to serve the new Greendykes housing to the north and the Edinburgh BioQuarter to the south, as well as providing a green network from Holyrood to Dalkeith. This site is important in maintaining greenspace linking to Midlothian Council's area, and in particular the Shawfair development. Housing is therefore not the preferred use of this site.

On balance, it can be concluded that this site is not effective in terms of the criteria contained within PAN 2/2010. This is based on the assumption that physical site constraints and land ownership would prevent the site in making a contribution to the housing land supply.

d) Cross-Boundary Implications of Development on this Site

The location of this site is important in strategic terms due to the proximity of the boundary with Midlothian Council (MLC). Immediately across The Wisp are housing allocations within Midlothian for an extension to Danderhall and a new development at Cauldcoats. In addition, the Shawfair development site lies to the east.

The proposed Midlothian Local Development Plan (MLDP) shows a large area of green space extending from The Wisp to the Borders Railway Line. The text accompanying the MLDP regarding Shawfair states that:

"The Shawfair development was designed to fit in the landscape avoiding development which might breach ridgelines. The Masterplan includes substantial open space provision to form the setting for the communities, including a central 'green' corridor, which provides a link through to open space in the Edmonstone area of Edinburgh. This is a valuable green network which should be safeguarded and enhanced where possible." (Proposed Midlothian Local Development Plan, chapter 8 'Settlement Statements'.)

The Shawfair Masterplan shows a green network of paths across the open space, and in particular it shows a path connecting to The Wisp. The overall aspiration for this large green network is to provide safe off-road routes from Midlothian through to Edinburgh and into the City Centre.

While this aspiration could still be achieved through the delivery of a housing proposal if appropriate paths and connections were provided, development of the application site would create a severely narrowed section of green space which would erode the potential for a robust green link between the two local authority areas. The visual impact of the narrowed green space is seen to the greatest extent from viewpoints on the north east of the site. According to the applicant's Landscape and Visual Impact Assessment, views from Queen's Drive and Craigmillar Castle are where the greatest impact on the narrowing of the green link is particularly prevalent. The visual impression of the green space is that of a considerably narrowed area. This would discourage walkers or cyclists from utilising the green link, and while sensitive design could improve a reduced green link, the width is not sufficient within its context.

In its consultation response, Midlothian Council (MLC) reiterated its response that the application site is part of the South East Wedge development area and was to be undeveloped parkland/open space, linking to strategic open space within Midlothian. MLC has noted that this site is an important cross border location and that the landscape impact of the development on Midlothian and Edinburgh must be fully considered. MLC has concerns regarding inappropriate scale and massing of development on land close to The Wisp, and the landscape impact this would create. If this development were to be supported, then MLC would wish to work with the City of Edinburgh Council at the detailed planning stage to address any issue of concern in this very important cross border location.

In summary, there are significant implications for allowing housing development on this site, namely the impact on the potential for good visual and physical connections and the erosion of the strategic green link. While the connectivity impacts could be mitigated if paths and networks from the site connected to Midlothian at appropriate locations, the contextual and visual impact cannot be mitigated and there is no compelling argument to suggest that the narrowed green link is appropriate.

e) Infrastructure Constraints

The two main infrastructure issues relating to this site are transport and education.

The Council has assessed the impact of the growth set out in the LDP through an Education Appraisal (Updated December 2016), taking account of school roll projections. To do this, an assumption has been made as to the amount of new housing development which will come forward ('housing output'). This takes account of new housing sites allocated in the LDP and other land within the urban area. The Council's assessment has identified where additional infrastructure will be required to accommodate the cumulative number of additional pupils from development. Education infrastructure 'actions' are set out in the Action Programme and current Supplementary Guidance on 'Developer Contributions and Infrastructure Delivery'.

LDP Policy Del 1 requires proposals to contribute towards education and transport infrastructure where relevant and necessary, in order to mitigate any negative additional impact arising from a development. In accordance with the consultation Draft Supplementary Guidance Developer Contributions and Infrastructure Delivery (December 2016), there are site-specific actions identified for this application site.

Education

In line with the draft supplementary guidance, the site falls within two contribution zones. The majority of the site lies within the Castlebrae contribution zone, while the small pocket of development on the southern part of the site falls within the Liberton/Gracemount contribution zone.

Actions to provide new education infrastructure to accommodate additional pupils expected to be generated by new development have been prepared for these zones. The actions within the Castlebrae zone include the provision of additional secondary school capacity at Castlebrae High School, an additional three classrooms to Castlevew Primary School and a new dining hall at Castlevew. Within the Liberton/Gracemount zone, there is a requirement to make a contribution towards additional secondary school capacity at Gracemount High School or Liberton High School, plus four new primary school classes at the Roman Catholic schools within the area, as well as two new primary classes at Craigour Park Primary School.

However, the Education Appraisal did not account for housing development on this site and the education infrastructure actions are not sufficient to accommodate an increase in the cumulative number of new pupils expected in the area as a result of the proposed development. The Council has therefore assessed the impact of the proposed development on the identified education infrastructure actions and current delivery programme, as set out in the Action Programme and Supplementary Guidance.

There would be a requirement for additional primary school capacity to accommodate the 165 additional non-denominational primary school pupils expected to be generated by this development. The applicant has suggested that this could be delivered by providing a new primary school on the development site. If that were to be the option which were to be progressed in order to provide the necessary additional capacity, a new single stream (seven class) school and 30/30 nursery on a 2 hectare site would be required to accommodate the pupils generated by this development. This assessment is therefore based on the assumption that a new primary school of this size would be required. However if there was a more efficient way of delivering the extra capacity at the time of development (for example, extending existing schools), then this may be progressed.

Using the pupil generation rates set out in the Supplementary Guidance, 26 Roman Catholic (RC) primary pupils would be expected to be generated by the development. The site is within the catchment of St John Vianney RC Primary School. This school is expected to face accommodation pressures and contributions towards increasing its capacity are being taken for developments in Liberton/Gracemount. However, the RC primary school which generally serves the Craigmillar area is St Francis' RC Primary School. A catchment review would be required to put the site within the St Francis' RC Primary School catchment area and additional accommodation would be required as committed developments are expected to take up the spare capacity at this school (which shares a campus with Niddrie Mill Primary School). An additional classroom at either St Francis' RC Primary School or St John Vianney Primary School is therefore assessed as being required to mitigate the impact of the proposed development.

If planning permission was granted for this development, there would be a requirement for additional secondary school capacity to accommodate 125 more pupils at either Castlebrae Community High School or, depending on the timing, the new Craigmillar High School which would replace it.

If a new primary school was required, it is likely that a new Contribution Zone Sub-Area would be established with its own contribution requirements (in accordance with the provisions of the Supplementary Guidance). The applicant is therefore required to contribute the following:

- £7,591,930 (as at Q1 2015) to deliver a single stream primary school and 30/30 nursery;
- 2 ha fully serviced and remediated primary school site (at a location to be agreed with Communities and Families);
- £350,000 (as at Q1 2015) for a one class RC primary school extension; and
- £6,419 per house and £963 per flat (as at Q1 2015) towards the provision of additional secondary school capacity (as at Q1 2015) towards the provision of additional secondary school accommodation.

For the southern portion of the site within the Liberton/Gracemount catchment area, a contribution of £1498 per flat and £8711 per house is required.

(All contributions shall be index linked based on the increase in the BCIS All-in Tender Price Index from Q1 2015 to the date of payment).

If the appropriate contributions 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.

It is further noted that the school roll of Castlebrae High School is expected to rise significantly as a result of other committed developments in the area, including Brunstane and Greendykes and developer contributions are sought through the LDP Action Programme.

The applicant has agreed to pay the appropriate levels of contributions towards the relevant education infrastructure actions.

Transport

The Council's Transport Action Programme indicates that any development in this area will require to contribute to transport measures. However, it is unclear whether the additional traffic from this site can be accommodated within the improvement works set out in the Action Programme. Additional information will be required at the detailed design stage if planning permission was granted, and will be developed in conjunction with Midlothian Council. Potential improvement works include a contribution to the Sheriffhall Transport Contribution Zone; upgrading of the The Wisp/Old Dalkeith Road signals (including MOVA); installation of traffic signals at the northern and southern ends of The Wisp (including The Wisp/Millerhill Road as necessary).

The Wisp is within Midlothian Council's area and therefore the impact of a substantial part of the proposed development will be outside the City of Edinburgh Council's responsibilities. The junction of The Wisp and the A7 (Old Dalkeith Road) has been highlighted as an issue in the Transport Appraisal work undertaken by Midlothian Council for its Proposed Midlothian Local Development Plan. If the application is supported, Midlothian has requested a number of transport improvements that would require to be carried out in order to mitigate the impacts of the proposal. These include:

- Two additional traffic signalled controlled pedestrian / cycling crossing points should be provided by the developer on The Wisp linking the proposed footpath network within the development with the existing pedestrian footpath on the southern side of the Wisp. This is very important for providing access to the future Shawfair development - the path connections from Shawfair on to The Wisp are highlighted in the Shawfair masterplan. These two crossings could be to the path links highlighted on the indicative layout, submitted in support of the proposal, that come out on to The Wisp in between the A7/The Wisp junction and the new road on to The Wisp from the Greendykes development.
- The existing The Wisp/Millerhill Road junction should be converted to a traffic signal controlled junction with pedestrian crossing facilities with details of the proposed design being submitted for approval.
- The improvements to the A7/The Wisp junction identified in the Transport Assessment's drawing TP299/SK/102 in Appendix F (as referred to in paragraph 9.26, page 42 of the Transport Assessment) should be provided by the developer, together with the conversion to MOVA signal controls at the junction, also identified in the Transport Assessment. Details of the final design should be submitted for approval.
- Provision of a fully adoptable 2m wide public footway with street lighting along the southern boundary of The Wisp. Work has commenced on the footway and street lighting construction. However, this work has not been completed and the footway and lighting is not currently to an adoptable standard.

These requirements could be negotiated through a legal agreement if planning permission was granted.

Conclusion

The educational infrastructure for the site requires a significant financial contribution. If the costs as above can be met fully by the applicant, this is acceptable.

f) Transport Impacts

This proposal requires to be assessed against relevant transport policies in the LDP, primarily Tra 8 (Provision of Transport Infrastructure).

This site is not proposed within the LDP and, therefore, its transport impact on the strategic road network has not been assessed cumulatively. Whilst the applicant has considered the impact of committed development of this site in along with other developments in the area, it is clear that additional traffic will have an impact on existing junctions, in particular the junction of Old Dalkeith Road and The Wisp. The LDP states that development proposals relating to major housing or other development sites which would generate a significant amount of traffic must demonstrate that individual and cumulative transport impacts can be timeously addressed.

Midlothian Council has notable concerns regarding the cumulative impact on the transport network arising from this proposal. The proposal is in addition to developments that are in accordance with the development plans of the City of Edinburgh and Midlothian Councils, and other windfall developments in this part of south east Edinburgh that have come forward. Midlothian Council is aware that a number of improvements have been made to the local road network. However, these were primarily to accommodate the new Greendykes development. Additional windfall developments in this area, such as this proposal, will place increased burdens on the existing road network and junction capacities. This gives Midlothian Council significant cause for concern and considers that these capacity issues require to be mitigated in an appropriate manner. This is noted above with regards to the developer contributions.

The anticipated traffic impacts of the site have been assessed as being minimal in relation to the existing and anticipated flows resulting from committed developments, and cumulative and cross-boundary impacts. For example, the development traffic on Old Dalkeith Road is anticipated to be 1.6% of traffic in the morning peak. Therefore, whilst the proposed development will clearly have an impact on the existing road network, it is likely that the overall effect will be minor and it is considered unreasonable to expect this development to address all the cumulative impacts of that development. The conclusion is that, whilst the proposed site raises a number of transport concerns, the submitted Transport Assessment for the site does not provide any clear evidence to justify recommending refusal on transport impact grounds.

However, there is a wider issue whereby the LDP policies and objectives seek to minimise travel demand and encourage a shift to more sustainable forms of travel. Major travel-generating developments should take place in locations well served by public transport, walking and cycling networks, and development in non-central locations with limited sustainable travel options will not be supported. The proposed site is not well served by public transport and it is unlikely that public transport improvements will be in place when required to serve the development.

Transport Scotland also made comments on the proposal. It stated that with regards to policy Tra 8, the Transport Assessment (TA) does not undertake a cumulative *and* a cross boundary transport assessment. The assessment has included a number of committed developments in the immediate vicinity to the proposed development (New Greendykes; the new hospital for sick children; Edmonstone Policies & Walled Garden); Edinburgh BioQuarter and Shawfair but does not appear to include allocations in the adopted LDP that have not yet obtained consent. The road network considered only extends as far south as the A7 Old Dalkeith Road/Link Road/Shawfair Park and Ride roundabout and does not go as far south as the A720 Sheriffhall Roundabout.

Transport Scotland notes that the site is not allocated in the LDP and the related policy requires the applicant to do a cumulative, cross boundary transport assessment. Transport Scotland considers that this hasn't been undertaken. However, it is difficult to conclude that this development has an effective role in delivering the cumulative, cross boundary transport assessment referred to in LDP Policy Tra 8, given the fact it contributes only 1.6% of the traffic on the A7 and therefore significantly less than this in terms of overall impact on Sheriffhall.

Transport Conclusion

Overall, the junction of Old Dalkeith Road and The Wisp is currently operating over capacity at present and would be worsened when all the committed developments in the area are fully constructed and operational. The proposed development would have an impact on this junction. However, the developer is proposing improvements, which would be beneficial. Midlothian Council have requested a number of improvements and these could be secured by a legal agreement if planning permission was issued. However, the wider issue of public transport accessibility, if planning permission was granted, remains unresolved.

g) Scale, Layout and Design

The application is for planning permission in principle and therefore detailed designs of the houses and flats have not been submitted. However, the application was supported by an indicative development layout and a Design and Access Statement, showing principles of how the site could be developed. For the avoidance of doubt, the assessment of the scale, design and layout of the proposal has been based on the submitted indicative development layout.

Scale and Layout

In terms of the scale of the proposed development, the main consideration is the distance between the proposed housing and the BioQuarter to the south. This visual separation is important as it provides an adequate landscape setting for the BioQuarter, as well as providing a visual transition between the BioQuarter and the new housing at Greendykes.

The previous application for this site (reference: 15/05074/PPP) showed a distance of approximately 30 metres between the housing and the BioQuarter site boundary. This application is proposing 60 metres at the nearest point. Taking into account the green space within the BioQuarter boundary (which is currently a bund), the total distance between the buildings at the edge of the BioQuarter and the proposed housing is 120 metres. While this application is an improvement on the previous (15/05074/PPP) with regards to the amount of space between the sites, it remains a very narrow strip of green space at this location.

In assessing whether this scale of development is appropriate, the Craigmillar Urban Design Framework states that the edge of the housing areas facing parklands should be well designed and should take into account the surrounding landscape. The proposal in this case is for a strong urban edge, with buildings up to six storeys in height, dropping to four storeys as it approaches the ridge. This is an appropriate scale in order to be commensurate with the BioQuarter buildings, which could be up to 20 metres in height. It will provide the remaining parkland with a sense of enclosure albeit the character of the park will be of a more urban landscape, rather than a natural parkland. However, the urban design response of having higher density along the parkland edge is appropriate.

Design

Scottish Planning Policy 2014 (SPP) contains policy principles in relation to design and placemaking. It states that 'planning should take every opportunity to create high quality places by taking a design-led approach'. This application includes an indicative layout and a design statement. If this site is to be developed, it should be done on the basis of a set of plans and principles which ensures that this will form a high quality and successful place. The Design and Access Statement provides a robust set of principles that could be further developed through further applications. To create a high quality place, sufficient detail is required at this stage to ensure that key aspects, such as connections, views, landscaping and levels, and can be suitably resolved and delivered. The Design and Access Statement is sufficient in providing comfort at this stage with regards to the design of the proposals.

However, a further principle is that 'planning should direct the right development to the right place'. The design and access statement indicates that there are very few amenities for residents within a 10 minute walk distance. This would suggest that the site is not suitable for a predominantly residential development with the obvious result being high car dependency and a negative impact on infrastructure and air quality. Although there may be scope for a local shop or doctor surgery within the site, there are no details on this in terms of size or location.

Nevertheless, while it is noted that the site is remote from many services, it is also noted that there is the potential to create a sustainable transport network through this site, which in conjunction with a higher density solution could support a range of amenities within the site. A robust place-led masterplanning exercise could set out how this site could create a sustainable, well connected community which would complement the adjoining Edinburgh BioQuarter and Shawfair development and be served by off-road cycle routes, existing bus services, Shawfair rail halt and potentially the future tram proposal.

Design Conclusion

The scale and layout as shown on the indicative framework is appropriate as it takes into account the topographical constraints on the site, as well as providing linkages and connections through to other areas. Further details would be required with regards to the final layout and design of the units, if planning permission was granted.

The proposals were not presented to the Edinburgh Urban Design Panel on the basis that the Panel do not wish to see proposals that are contrary to the development plan.

h) Impact on the Landscape

The impact on the landscape is an important consideration in the assessment of the application. Firstly, there is the consideration of the impact of development on the landscape character of the site. Then there is the impact of the development on the wider landscape setting of the City, as well as the impact of the development at a more local level. Further to these considerations is the weight which is given to the overall potential of the site to deliver a quality parkland for the residents of surrounding approved housing developments, users of the BioQuarter and the wider City. These are assessed in turn.

Landscape Character

The landscape has the potential to provide many services for the population of Craigmillar and beyond. It is part of a strategic network of green corridors and parks, designed to complement existing and new urban development. Currently, the character of the landscape is semi-rural and whilst development has encroached into the parkland, this section of the parkland remains intact. The semi-rural nature of the character has the potential to provide an open landscape that is characterised by wildlife that is associated with the countryside. This will be damaged by the loss of parkland area. In the future, a large park would allow for recreational activities to be developed for the benefit of local residents and other residents of Edinburgh that would not be possible in a smaller area. Loss of this landscape to development prevents the creation of a semi-rural park.

Parkland is proposed, but of a different scale. The resultant park would comprise the area at the north west of the site, the existing wetland adjacent to the hospital car park and a linear area of green space between the BioQuarter and the proposed new development. The wetland would not be useable open space in its current form and the application does not propose any changes to the wetland in terms of increasing permeability through the use of boardwalks etc. The linear area of green space between the BioQuarter and the proposed development would not provide a sufficient buffer between the developments, or provide a parkland that would provide a strategic City-wide amenity space. The larger scale landscape could also provide recognised significant health benefits, particularly for the nearby communities.

As this large-scale landscape character is part of the setting of the City, the significant reduction in the parkland would impact on the setting of the City and the remaining setting of Craigmillar Castle.

LDP policy Des 1: 'Design Quality and Context' states that planning permission will not be granted for... 'proposals that would be damaging to the character or appearance of the area around it particularly where this has special importance'. The proposals damage the open landscape character that is important as a location for recreation and amenity and is part of the National Planning Framework 3. Part of the landscape character is the experiential aspects of the character.

It is acknowledged that the site is surrounded by urban interventions and encroachment, and views across the site looking west are interrupted by urban developments such as the hospital, BioQuarter and Greendykes. However, from higher points at the western end of the site looking eastwards, there are sweeping views of greenspace and countryside beyond. A development of the extent proposed would have a detrimental impact on these important views and the landscape setting of the City.

The proposal is therefore contrary to policy Des 1.

Visual Amenity

The sweeping views across the landscape from Craigmillar Castle and Hawkhill Wood draw the eye to the green areas beyond. These would be affected by the development on this site. The undeveloped landscape connection between Craigmillar Castle parkland and the ridge is a strong visual characteristic and the views lead the eye down and then back up the valley. The proposal narrows this green space and it no longer appears as a strategic landscape between developments, but as a green link, not a parkland.

The existing development at Greendykes nestles into the valley bottom and its setting is the landscape that surrounds it.

LDP policy Des 4: 'Development Design: Impact on Setting' states that development will be permitted where it is demonstrated that it will have a positive impact on its surroundings, including the character of the wider townscape and landscape, and impact on existing views, having regard to height and form; scale and proportions; position of buildings; materials and detailing.

The proposals do not have a positive impact on the views and do not enhance the setting of the City. This is noted in the applicant's Landscape and Visual Impact Assessment, which indicates that the development will have a major adverse effect on many views. Also, it will not have a positive impact on the landscape character as, for a large part of the site, the open landscape is lost and replaced with an urban character that is not suitable for this area of landscape due to its function as potential parkland and part of the setting of the City and the role it plays in providing strategic green infrastructure of the City.

The proposal is therefore contrary to policy Des 4.

LDP policy Env 11: 'Special Landscape Areas' states that planning permission will not be granted for development which would have a significant adverse impact on the special character or qualities of the Special Landscape Areas (SLA). The proposed development falls within the SLA and has been designated for its landscape character and visual amenity, both of which will be damaged by this development.

Future Potential of the Site to Deliver Parkland

The LDP Action Programme, adopted in December 2016, identified specific funding towards the delivery of the parkland. It states that the delivery of an 86 hectare multi functional parkland, woodland and country paths will be carried out by the Council in collaboration with the Edinburgh and Lothians Greenspace Trust and would link in to parallel developments in Midlothian.

LDP Policy Des 2: 'Co-ordinated Development' states that planning permission will not be granted for development which might compromise the effective development of adjacent land or the comprehensive development and regeneration of a wider area as provided for in a masterplan or development brief approved by the Council.

The Craigmillar Urban Design Framework showed this area for the future development of parkland to provide recreation and a setting for the designed development of Greendykes, the BioQuarter and the City. There is no open space provision within the New Greendykes development as it was envisaged that the open space for this development would be provided by the parkland. It was never envisaged that this would be lost.

While it is acknowledged that some parkland is proposed to be retained as part of the proposals, it is not sufficient to provide the useable open space for New Greendykes or the strategic parkland as envisaged in the Craigmillar Urban Design Framework, nor the multi-functional parkland/woodland, linking with parallel developments in Midlothian, as stated in Greenspace Proposal (GS 4) of the LDP.

The proposal is therefore contrary to policy Des 2.

Historic Landscape

The Council's 2013 Craigmillar Urban Design Framework recognises the significance of the historic landscapes occupying this site, identifying them as an area of valuable open space and parkland. This is the last piece of landscape setting that was part of the original setting for Craigmillar Castle.

As noted previously, there are a number of urban interventions that are prevalent in various views across the site towards the castle. However, the sweeping nature of the remaining landscape forms an appropriate visual link to the castle and the urban developments around the castle reinforces the need to retain a substantial landscape setting.

Policy ENV 7 (Historic Gardens and Designed Landscapes) states that development will not be permitted if it has a detrimental impact upon views to and from the site.

Historic Environment Scotland (HES) commented on the application in relation to the scheduled ancient monuments within the site. Although HES did not object to the proposed development in principle, it held some concerns regarding the potential development of paths and walkways across the scheduled monuments located within the development site boundary and recommended future engagement regarding the positive management of these scheduled monuments.

HES also noted that the proposed development will have an indirect impact on the setting of Craigmillar Castle and its gardens. HES does not consider, however, that the proposals will challenge the castle for dominance within its setting or disrupt the key relationship between the castle and its policies. While acknowledging that there will be an impact on setting, HES does not consider that this impact will raise issues of national significance.

Landscape Conclusion

It is acknowledged that the landscape has been eroded by urban developments surrounding the site. However, this reinforces the strategic importance of the parkland in delivering an appropriate landscape setting for these urban developments and the wider City. The land is also rich in features supporting biodiversity (this is discussed below), which contributes towards the character of the landscape and perceptions/experience while within the site.

While there may be some landscape capacity for development within this site at appropriate locations, the proposals in their current form are not appropriate or acceptable.

i) Biodiversity and Ecology

The site is rich in biodiversity and supports a range of species due to the habitats on the site.

Grassland Habitat

The grassland habitats of the site provide feeding and foraging opportunities for a variety of birds typical of open grassland, scrub and woodland areas. Some of the species are on the Scottish Biodiversity List included in Edinburgh Biodiversity Action Plan and are Birds of Conservation Concern. Much of this habitat would be lost if the site was developed. The housing has the potential to provide some biodiversity interest and the new proposed parkland would provide a reduced habitat. The scale of the development means the numbers of these birds using the site would potentially decrease and this habitat would not be replaced.

Japanese knotweed

Japanese Knotweed, an invasive non native species, has been identified on site. A condition should be added, if planning permission is granted, for its removal.

Breeding Birds

The Environmental Statement (ES) recorded a number of common birds on site and also noted that given the habitats present it was likely to provide nesting and foraging opportunities for a range of breeding birds associated with open grassland, scrub and woodland areas. The ES identified a requirement for further survey to be undertaken during the determination period. No further survey data has been submitted to date. This information should form part of any further applications.

Clearance of vegetation from the proposed construction area has the potential to disturb nesting birds. Therefore, clearance should be carried out outside the bird nesting season (March to August inclusive). Should it be necessary to clear ground during the bird nesting season the land should be surveyed by a suitably qualified ecologist and declared clear of nesting birds before vegetation clearance starts.

Biodiversity Enhancements

Policy Des 3 (Development Design) and the Edinburgh Design Guidance (Chapter 3) aim to identify opportunities, through development, to enhance local biodiversity. This also accords with the Edinburgh Biodiversity Action Plan 2016-18. This application has the potential to provide opportunity for swifts by incorporating swift bricks in to the buildings. In addition, any connections which can be made with this application site and the aims and objectives of the Edinburgh Living Landscape Project, such as using the Edinburgh Meadow Mix within the scheme, should be given due consideration. These actions also support the objectives of the Edinburgh Biodiversity Action Plan.

Biodiversity Conclusion

The site benefits from a wide range of plant species that supports a number of wildlife habitats, foraging and commuting. While the impact of development on these habitats can be alleviated to some degree by appropriate mitigation (such as replacement habitats and appropriate landscaping), the remaining parkland would not provide the same level of biodiversity that is currently supported on the site.

Within the context of the development of other greenfield sites, and subsequent loss of biodiversity and habitats across the City, development on this site would further erode the City's biodiverse landscape. On a site that is not allocated for development, and where there is no justification for housing development, the loss of biodiversity and habitats is unacceptable and the development is therefore contrary to policy Des 3 (Development Design).

j) Amenity for Existing and New Residents

The design policies in the LDP are supported by the Edinburgh Design Guidance, which provides more specific advice on site development with regards to providing appropriate levels of amenity.

Existing Residents

The residents most affected by the proposals will be located to the north in the New Greendykes development. However, due to considerable distances between the properties, there would be no impact on privacy or amenity.

However, the proposal to remove an area of parkland, will have an impact on the wider area. The areas around the site are within the most deprived areas in Scotland (the immediately adjoining areas in Craigmillar and Niddrie are in the 10% most deprived communities in Scotland, based on 2016 SIMD deciles). Reducing the parkland to such a degree would remove the potential for these deprived communities to access a strategic area of countryside parkland.

New Residents

The main impact on new residents will be noise arising from road traffic and nearby hospital operations.

Environmental and Scientific Services advised that road traffic, helicopter (from the hospital operations), industrial, commercial and general hospital operations noises require to be fully assessed in a noise impact assessment. The development is proposed to be situated directly beneath an existing flight path as presently utilised by the emergency helicopters coming to and going from the hospital. The new Royal Hospital for Sick Children (RHSC), which is under development, includes a new helipad. The new helipad is likely to increase the number of flights over the proposed development albeit two other routes to and from the hospital are available for use by the helicopter pilots. In this regard, the developer was advised that an assessment of the current helicopter operations is difficult but must be carried out in due course and post development of the RHSC, as this may ultimately impact the layout and design of the scheme, if planning permission was granted.

Environmental and Scientific Services supports this approach of an updated assessment which will then include the new helipad operations. Therefore in summary, the applicant must submit further detailed assessments in relation to industrial, commercial and general hospital operations, helicopter and road traffic noise with mitigation measures designed and recommended at a further detailed stage, if planning permission was granted.

In relation to community facilities, the applicant has indicated that there is a site for a new primary school within the application site. There may also be scope for some local shops within the site. This would be secured through further applications if planning permission was granted.

The applicant has also indicated that 25% of the total number of dwellings on site will be affordable.

It is assessed that amenity for existing and new residents may be acceptable, but this will be examined through further applications if planning permission is granted.

k) Drainage, Flooding, Ground Stability and Contamination

Drainage and Flooding

A high level Flood Risk Assessment (FRA) was submitted as part of this planning application. SEPA supports the recommendations presented in the FRA which state that no development takes place within the 1:200 year flood level, and that finished floor levels should be elevated above ground levels. SEPA recommends that no land-raising or built development should take place within the existing 1:200 year flood level and that development should not take place over field drains that are to remain active.

Based on the output from the Simple Index Approach tool (CIRIA 753), SEPA is satisfied with the drainage strategy and that the proposals for Sustainable urban Drainage Systems (SUDS) are appropriate and adequate.

Therefore, at this stage, it can be concluded that issues of flood risk have been addressed, although further details would be required in future applications in relation to ground levels and SUDS, if permission was granted.

Contamination

The Environmental Statement submitted with the application contained information regarding ground conditions. It found that the site is underlain by strata that has been extensively worked in the past.

Environmental and Scientific Services recommends that a condition is attached to any consent to ensure that contaminated land is fully addressed.

Ground Stability

The application was supported by a report on ground stability and includes a report from the Coal Authority for the site. The report indicates that the site is in the likely zone of influence from workings in eight seams of coal at 210 metres to 800 metres depth and last worked in 1925. It also states that within the site or within 20 metres of the site boundary, there is one mine entry. The Coal Authority's online interactive map also shows that the eastern extent of the site is in a high risk area of probable shallow coal mine workings coinciding with a number of coal outcrops.

The Coal Authority notes from the Proposed Development Framework that the area of the site within which the recorded mine entry is present is to form open space/landscaping. Nevertheless, building over or within the influencing distance of a mine entry raises significant safety and engineering risks and exposes all parties to potential financial liabilities. The Coal Authority has adopted a policy where, as a general precautionary principle, the building over or within the influencing distance of a mine entry should wherever possible be avoided.

The applicant should ensure that the exact form of any intrusive site investigation, including the number, location and depth of boreholes, is agreed with The Coal Authority's Permitting Team as part of their permit application. The findings of these intrusive site investigations should inform any measures, including stabilisation works, which may be required in order to remediate mining legacy affecting the site and to ensure the safety and stability of the proposed development.

The Coal Authority considers that the content and conclusions of the Phase 1 Desk Study Report are sufficient for the purposes of the planning application and demonstrate that the application site is, or can be made, safe and stable for the proposed development. The Coal Authority therefore has no objection to the proposed development subject to the imposition of a suitable condition to secure the above if planning permission was granted.

l) Air Quality

The Local Authority is required under Part IV of the Environment Act 1995 to monitor, review and assess air quality in its area by way of staged processes. In this regard, a number of pollutants require to be assessed against national air quality objectives. Where these objectives are unlikely to be met by the target dates, the Local Authority must declare Air Quality Management Areas (AQMAs). It also prepares and implements an Air Quality Action Plan to manage and improve air quality in pursuit of the objectives. With respect to this process, there are currently no AQMAs in close proximity to the application site. As there are a number of committed developments and land allocated in the LDP for future residential developments, Environmental and Scientific Services has concerns regarding local air quality in the area. The applicant's air quality impact assessment has not taken all these proposals into consideration therefore the submitted air quality impact assessment cannot be deemed a worst case scenario.

There are also concerns due to the pressure this proposal would have on the transport infrastructure. If planning permission is granted, this development would lead to increased congestion and local air pollution. Policy ENV 22 of the LDP states that planning permission will only be granted for development provided it does not have a significant adverse impact on air, water or soil quality, and where appropriate mitigation can be provided. In relation to this policy, further details would be required in order to assess what mitigation would be appropriate, based on the detailed layout of the houses, if planning permission was granted.

m) Archaeology

In terms of archaeology, this application must be considered under terms of the Scottish Government's Scottish Planning Policy (SPP), PAN2/2011 and Scottish Historic Environment Policy (SHEP) and also the LDP policies Env 7, Env 8 and Env 9 and 2013 Craigmillar Urban Design Framework. The aim should be to preserve archaeological remains in situ as a first option, but alternatively where this is not possible, archaeological excavation or an appropriate level of recording may be an acceptable alternative.

Archaeological evidence (detailed in the environmental statement accompanying this application) shows that the Edmonstone Estate polices surrounding the former house, and which include part of the southern portion of the application site, have been part of an important designed landscape since the 17th century. Contained within the site and sharing its boundary are the remains of the house's former stables, icehouse, ha-ha, dovecot, walled-garden, the estates main farm Edmonstone Mains (Home Farm) and the category (B) listed gate-piers and lodge.

Archaeological investigations carried out in 2013 provided further evidence for potentially nationally significant early industrial mining with the discovery of widespread late medieval/post-medieval bell pits. These early mines dating to the 16th -17th centuries were first identified at Edmonstone in 2008 across the southern part of the estate and are expected to cover the upper Edmonstone Ridge, following the vertical seams of coal which are known to extend across the ridge.

Listed Buildings

It is not specified in the submitted plans if the East Lodge and gate-piers are to be retained within any subsequent development. Any proposals to demolish these listed buildings would be considered contrary to planning policy. Clarification would require to be sought that these buildings will be retained in any subsequent phases of development arising from this application.

Historic Artefacts

Outwith the listed structures and scheduled ancient monument, the area identified for housing contains significant stone boundary walls, of particular significance is the wall running north-south from the East Lodge towards Niddrie Marischal. This wall, probably dating to between the 17th and early 19th centuries, is a key component to the area's historic landscape, possibly forming Edmonstone Estate's eastern boundary. Accordingly, it is recommended that a condition is attached if permission is granted to ensure that this wall is repaired and reused within this development.

Buried Archaeology - Scheduled Sites Hawkhill Wood and Home Farm Enclosure

The application will impact upon two Scheduled Ancient Monuments at Hawkhill Wood and Home Farm enclosure. At this stage, the proposals are not significantly designed out to assess fully the impact upon these two nationally significant sites, although the proposals do indicate that these sites will remain undeveloped. However, given potential impacts which occur as a result of designing and constructing open space and parkland it is necessary, in consultation with Historic Environment Scotland, that both detailed management plan(s) are submitted for approval which will secure not only their protection during development (if granted) but also the long term management, protection and interpretation.

Non-designated Remains

Given the significant archaeological resources occurring across the proposed area (outlined above and in the environmental statement), an archaeological mitigation strategy is required to be undertaken prior to submission of any further detailed applications and development. In essence, this strategy will require the undertaking of a phased programme of archaeological investigation, the first phase of which will be the undertaking of an archaeological evaluation (minimum 10%) linked to comprehensive metal detecting surveys. The results from this initial phase of work will allow for the production of appropriate more detailed mitigation strategies to be drawn up to ensure the appropriate protection and/or excavation, recording of any surviving archaeological remains is undertaken if planning permission is granted.

Archaeology Conclusion

The site contains areas of archaeological significance. Further details would be required in order to understand how the proposals would impact upon archaeological remains and what level of mitigation would be appropriate. This could be dealt with in subsequent applications if planning permission was granted.

n) Sustainability

The proposal is for planning permission in principle and is not at the detailed stage, in terms of building design. Sustainability measures will require further consideration if a detailed application comes forward. Should Committee be minded to grant permission, a condition is recommended to ensure sustainability measures are considered at the detailed design stage.

o) Equalities and Human Rights

The application has been assessed for any potential impacts on equalities and human rights. Air quality and noise issues are largely short-lived matters during the construction stage that can be mitigated through good working practices.

The proposal would lead to the loss of the existing open space and remove the potential for future generations to enjoy a designed parkland, although the development would provide new housing, including 25% affordable which could aid in improving the standard of life.

Equalities and human rights would be considered at a further detailed stage if permission was granted.

p) Representations

Material Representations - Objections

- Loss of open space and green belt (assessed in 3.3a);
- Traffic impact (assessed in 3.3f);
- Ecological impact (assessed in 3.3i);
- Impact on the landscape (assessed in 3.3h);
- Visual impact (assessed in 3.3h);

- Impact on amenity (assessed in 3.3j);
- Lack of community facilities (assessed in 3.3j), and
- Lack of public transport serving the site (assessed in 3.3f).

There were also concerns over the lack of public consultation.

Material Representations - Support

- Delivery of a new primary school.
- Delivery of parkland and pedestrian/cycle links.
- Socio-economic benefits of construction jobs and apprenticeships.

In addition to this there is a commitment by the developer to support local community initiatives such as a social enterprise being developed by the Community Alliance Trust (CAT) to deliver a factoring scheme for the Edmonstone Home Farm development, including the park. The developer has proposed that it will work with all relevant parties to deliver the factoring scheme which will be set up set up and run as a social enterprise by CAT.

Overall Conclusion

The development proposes residential development, a new school, community facilities and green spaces.

The proposal would deliver approximately 750 residential units, of which 25% would be affordable and would contribute towards meeting Edinburgh's housing needs. The proposed parkland would provide benefits to the local community and would improve footpaths and cycle links into the area. The applicant is also proposing a site for a new primary school.

The application raises a number of issues which do not need to be resolved at this stage and could be addressed through the submission of subsequent AMC applications, if planning permission was granted. These relate to technical matters such as air quality, archaeology, noise and ground conditions. Further information would be required regarding biodiversity, transport and cumulative impacts.

However, the principle of housing on this site is not supported and the development is contrary to the Edinburgh Local Development Plan (LDP).

The land is allocated as green belt in the LDP and has been identified as a greenspace proposal in order to provide a landscaped, multi-functional parkland, woodland and country park, linking to Midlothian. Although the applicant is proposing to deliver and maintain a proportion of the site as a parkland, the construction of houses would result in the loss of a significant part of the park. This would remove the opportunity to provide a strategic parkland for the benefit of the City as well as the immediately adjoining neighbourhood areas, which are among the most deprived in Scotland.

The development is also not supported by the Strategic Development Plan (SESPlan) in that it would prejudice the delivery of the green network.

In terms of the landscape, it is acknowledged that there are a number of urban interventions around the site that impact on the overall landscape setting and character of the site. However, this reinforces the site as an area of strategic importance in providing parkland and cycle/footpath links between the Edinburgh BioQuarter and new housing developments at Greendykes/Craigmillar and forms an important visual link to Craigmillar Castle. This would be impacted to a significantly detrimental degree if the site was developed.

Therefore, on balance, the principle of the development is not supported. Development of this site would prejudice the development of the parkland, which would be detrimental to the future communities in the area. The visual impact on the landscape has been assessed and is not acceptable. Although there is a recognised need to provide new housing in Edinburgh, this site has been assessed during the preparation of the LDP, but it was not supported due to its importance as a strategic green space. There are no overriding material considerations which outweigh this conclusion.

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

Due to the fact that the development is a significant departure from the development plan and currently in Council ownership, the application requires to be referred to the Scottish Ministers if it is granted.

It is recommended that this application be Refused for the reasons below.

3.4 Conditions/reasons/informatives

Reason for Refusal:-

1. The proposal is contrary to SDP Policy 12, Edinburgh Local Development Plan Policies Env 10 and Hou 1 as there are no compelling reasons to override the strong policy presumption against development in the Green Belt.
2. The proposal is contrary to policy Des 2 of the Edinburgh Local Development Plan as it would compromise the comprehensive development and regeneration of the wider area, specifically the South East Wedge Parkland, as provided for in the Local Development Plan and the Craigmillar Urban Design Framework.
3. The proposals are contrary to Greenspace Proposal GS4 of the Edinburgh Local Development Plan which states that the land around Craigmillar/Greendykes is retained in the green belt and will be landscaped to provide multi-functional parkland, woodland and country paths, linking with parallel developments in Midlothian. This proposal would not support GS4 and would prejudice the delivery of the parkland.
4. The proposal is contrary to Edinburgh Local Development Plan Policies Des 1 and Des 4 as the development will not have a positive impact on its setting, the wider landscape and views.

Financial impact

4.1 The financial impact has been assessed as follows:

As the Council currently own the land, there would be a capital receipt from the sale.

Risk, Policy, compliance and governance impact

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

Equalities impact

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

7.1 The sustainability impact has been assessed as follows:

The site has the potential to meet the sustainability requirements of the Edinburgh Design Guidance. However, there is a wider issue of whether the site is in a sustainable location.

Consultation and engagement

8.1 Pre-Application Process

This application relied on the previous Proposal of Application Notice (PAN) for the site.

This PAN was submitted and registered on 2 July 2015. Copies of the Notice were also issued to:

- Craigmillar Community Council;
- Liberton and District Community Council;
- Danderhall and District Community Council;
- Gilmerton and Inch Community Council;
- Craigmillar Neighbourhood Alliance;
- Portobello and Craigmillar Neighbourhood Partnership;
- Liberton and Gilmerton Neighbourhood Partnership;
- South Neighbourhood Office;
- Inch Community Association;
- Castlebrae Community High School;
- Ward Councillors;
- Local MSP; and
- Local MP.

A presentation was made to the Gilmerton and Inch Community Council's Planning Sub-Group on 5 August 2015 and Craigmillar Community Council on 11 August 2015. A community engagement event was undertaken on 18 August 2015 at the Hays Business Centre.

Full details can be found in the Pre-Application Consultation report, which sets out the findings from the community consultation. This is available to view on the Planning and Building Standards online services.

A pre-application report on the proposals was presented to the Committee on 12 August 2015. The Committee noted the key issues in the report and requested that this application should be considered in tandem with the application for parkland on the same site.

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 18 November 2016. Following the advertisement and neighbour notification, four letters of representation were received, comprising two letters of support and two letters of objection.

A full assessment of the representations can be found in the main report in the Assessment section.

Background reading/external references

- To view details of the application go to
- [Planning and Building Standards online services](#)
- [Planning guidelines](#)
- [Conservation Area Character Appraisals](#)
- [Edinburgh Local Development Plan](#)
- [Scottish Planning Policy](#)

Statutory Development

Plan Provision

The site is within the green belt and is in an area designated for a greenspace proposal (GS4). Also within the site is an area of importance for flood management (Env 21) and two local nature conservation sites. A tram route safeguard also bisects the site.

Date registered

3 November 2016

Drawing numbers/Scheme

01-08, 09A, 10, 11, 12A,

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

Contact: Lesley Carus, Senior Planning Officer

E-mail:lesley.carus@edinburgh.gov.uk Tel:0131 529 3770

Links - Policies

Relevant Policies:

Relevant policies of the Local Development Plan.

LDP Policy Del 1 (Developer Contributions and Infrastructure Delivery) identifies the circumstances in which developer contributions will be required.

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

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.

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.

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

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

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

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

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.

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.

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.

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.

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.

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

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

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

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.

LDP Policy Hou 1 (Housing Development) sets criteria for assessing the principle of housing proposals.

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.

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

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

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.

LDP Policy Tra 1 (Location of Major Travel Generating Development) supports major development in the City Centre and sets criteria for assessing major travel generating development elsewhere.

LDP Policy Tra 8 (Provision of Transport Infrastructure) sets out requirements for assessment and mitigation of transport impacts of new development.

LDP Policy Tra 9 (Cycle and Footpath Network) prevents development which would prevent implementation of, prejudice or obstruct the current or potential cycle and footpath network.

LDP Policy Tra 10 (New and Existing Roads) safeguards identified routes for new roads and road network improvements listed.

Other Relevant policy guidance

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 16/05417/PPP

**At South East Wedge Development Site, Old Dalkeith Road,
Edinburgh**

**Proposed residential development, community parkland and
a primary school on land at Edmonstone, the Wisp, South
East Edinburgh**

Consultations

The Coal Authority Response 22 November 2016

The Coal Authority is a non-departmental public body sponsored by the Department for Business, Energy & Industrial Strategy. As a statutory consultee, The Coal Authority has a duty to respond to planning applications and development plans in order to protect the public and the environment in mining areas.

I have reviewed the proposals and confirm that the application site falls within the defined Development High Risk Area; therefore within the application site and surrounding area there are coal mining features and hazards which need to be considered in relation to the determination of this planning application.

The Coal Authority records indicate that there is a recorded mine entry on the application site and one within 20m of the site boundary. The site is also in an area of likely historic unrecorded underground coal mine workings at shallow depth.

I have reviewed the Environmental Statement which supports the planning application and note that in Chapter 11 reference is made to a Report on Ground Investigations' prepared by Mason Evans in January 2016 (Ref. P15-178- 01/AW/CF) and a Mason Evans Report from 2015, which is states is included in Appendix 11.1. Unfortunately I have been unable to locate the Appendices to the Environmental Statement on the LPA website.

It is requested that copies of both of the Mason Evans Reports (2015 and 2016) referred to in Chapter 11 of the Environmental Statement are provided for the Coal Authority in order that the contents and conclusions of these reports can be considered in detail.

On this basis please consider this letter a holding objection from the Coal Authority.

Coal Authority revised response 01 March 2017

The Coal Authority previously commented on this planning application in a letter to the LPA dated 22 November 2016.

You have now indicated that this is a resubmission of previous application, reference 15/05074/PPP, and have indicated that the Mason Evans Report submitted to support the 2015 submission is relevant and available to support this current proposal.

The Coal Authority notes that the Environmental Statement which has been submitted in support of this planning application draws upon, and includes in Appendix 11.1, the contents of a Phase 1 Desk Study Report (September 2015, prepared by Mason Evans).

The Phase 1 Desk Study Report correctly identifies that the application site has been subject to past coal mining activity. In addition to the mining of deep coal seams, The Coal Authority records indicate that a mine entry (shaft, CA ref. 330670-009) is present within the application site, adjacent to the eastern boundary and the zone of influence of any off-site mine entry (shaft, CA ref. 330670-008) encroaches across the eastern boundary of the site. In addition, our information indicates that a number of thick coal seams outcrop at or close to the surface of the site which may have been worked in the past and historic unrecorded underground coal mining is also likely to have taken place at shallow depth beneath the eastern part of the site.

The Phase 1 Desk Study Report has been informed by an appropriate range of sources of information including a Coal Authority Mining Report, historical OS mapping and BGS data. Based on a review of these sources of geological and mining information, Section 6.5.1 of the Report indicates that surface instability due to mining in the south-east of the site is considered possible and should be taken into consideration in the future development of the site.

Accordingly, the Report goes on to recommend that Phase II investigations are undertaken including consideration of mining instability affecting the site and mine gas emissions. The Coal Authority concurs that intrusive investigations, including the drilling of rotary boreholes, are required in order to ascertain ground conditions and to establish the presence or otherwise of shallow mine workings. These investigation works should also seek to identify the precise position and condition of the recorded entry.

I note from the Proposed Development Framework that the area of the site within which the recorded mine entry is present is to form open space/ landscaping. Nevertheless, I take this opportunity to advise the applicant that building over or within the influencing distance of a mine entry raises significant safety and engineering risks and exposes all parties to potential financial liabilities. The Coal Authority has adopted a policy where, as a general precautionary principle, the building over or within the influencing distance of a mine entry should wherever possible be avoided. Our adopted policy can be found at: www.gov.uk/government/publications/building-on-or-within-the-influencing-distance-of-mine-entries

I noted in my previous correspondence that Chapter 11 of the Environmental Statement makes reference to a 'Report on Ground Investigations' prepared by Mason Evans in January 2016 (Ref. P15-178- 01/AW/CF), a copy of this report has still not be made available and therefore I assume that investigations into coal mining legacy issues have not been carried out on site.

On this basis the applicant should ensure that the exact form of the required intrusive site investigation, including the number, location and depth of boreholes, is agreed with The Coal Authority's Permitting section as part of the permissions process. The findings of these intrusive site investigations should inform any measures, including stabilisation works, which may be required in order to remediate mining legacy affecting the site and to ensure the safety and stability of the proposed development.

The Coal Authority would also expect the applicant to afford due consideration to the prior extraction of any remnant shallow coal as part of any mitigation strategy. Prior extraction of remnant shallow coal can prove to be a more economically viable method of site remediation than grout filling of voids.

The Coal Authority Recommendation to the LPA

The Coal Authority concurs with the recommendations of the Phase 1 Desk Study Report; that coal mining legacy potentially poses a risk to the proposed development and that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site.

The Coal Authority recommends that the LPA impose a Planning Condition should planning permission be granted for the proposed development requiring these site investigation works prior to commencement of development.

In the event that the site investigations confirm the need for remedial works to treat the recorded mine entry and any areas of shallow mine workings to ensure the safety and stability of the proposed development, these should also be conditioned to be undertaken prior to commencement of the development.

A condition should therefore require prior to reserved matters/ approval of matters applications:

- The submission of a scheme of intrusive site investigations for the mine entry for approval;*
- The submission of a scheme of intrusive site investigations for the shallow coal workings for approval; and*
- The undertaking of both of those schemes of intrusive site investigations.*

A condition should require as part of the reserved matters/ approval of matters application:

- The submission of a layout plan which identifies appropriate zones of influence for the mine entry on site, and the definition of a suitable 'no-build' zone;*
- The submission of a scheme of treatment for the mine entry on site for approval; and*
- The submission of a scheme of remedial works for the shallow coal workings for approval.*

A condition should also require prior to the commencement of development:

- The implementation of those remedial/treatment works.*

The Coal Authority considers that the content and conclusions of the Phase 1 Desk Study Report are sufficient for the purposes of the planning system and demonstrate that the application site is, or can be made, safe and stable for the proposed development. The Coal Authority therefore has no objection to the proposed development subject to the imposition of a condition or conditions to secure the above.

Historic Environment Scotland 30 November 2016

Thank you for the above consultation which we received on 09 November. We have considered it and its accompanying Environmental Statement (ES) for our role as a consultee under the terms of the above regulations and for our historic environment remit as set out under the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013. That is world heritage sites, scheduled monuments and their setting, category A-listed buildings and their setting, gardens and designed landscapes (GDLs) and battlefields in their respective Inventories.

Our Advice

Historic Environment Scotland does not object to the proposed development. We do, however, have some concerns regarding the potential development of paths and walkways across the scheduled monuments located within the development site boundary and would strongly recommend future engagement regarding the positive management of these scheduled monuments moving forward. We have provided further comments on the application and its accompanying Environmental Statement in the attached Annex.

We recommend that you seek further advice from your archaeology and conservation advisory service. They will be able to advise on the adequacy of the assessment for the historic environment and of the likely impacts and mitigation proposed for matters including unscheduled archaeology and category B- and C-listed buildings.

Further Information

Guidance about national policy can be found in our 'Managing Change in the Historic Environment' series available online.

Archaeology 13 December 2016

Further to your consultation request I would like to make the following comments and recommendations concerning this application in principal for proposed residential development, community parkland and a primary school on land at Edmonstone, The Wisp.

The site connects the three historic estates of Edmonstone, Craigmillar and Niddrie Marischal overlooking the valley of the Niddrie Burn. Archaeological evidence (detailed in Waterman's EIA accompanying this application) shows that the area has been occupied since the prehistoric period and still contains the nationally important Home Farm Enclosure (Ref 6038) on Edmonstone ridge. Roman occupation is possible with a Roman finds discovered from Hawkhill Wood. The remains of an old road were tentatively identified by GUARD in 2008 as the remains of a Roman Road thought to be in this area, though following subsequent post-excavation the road is seen now to be medieval/post-medieval in date.

The medieval Edmonstone is mentioned in charters from AD 1248 onwards and it is possible that the site has acted as estate centre since the 12th century. Harris (Harris S, Place Names of Edinburgh) records that a Henry de Edmundistun was witness in 1200 to a charter signed by a Henry de Brade with tradition associating the site with Edmond Count of Flanders, a companion of Queen Margaret and future wife of Malcolm Canmore in 1071. The recent archaeological work by GUARD in 2013, along the route of a new access road running across the western boundaries of this site, to the east & north of the former house, have uncovered significant remains of a possible settlement dating from the 13th century which extend into this application site.

By the 14th century Edmonstone was the centre of an important estate. The original house, destroyed and rebuilt in 1800, was built around an earlier mansion recorded in a charter of 1613, which may have been originally a late-medieval tower-house.

The Edmonstone Estate polices surrounding the former house and which form the southern half of the application site have been part of an important designed landscape since the 17th century. Contained within the site and sharing its boundary are the remains of the house's former Stables, Icehouse, Ha-Ha, Dovecot, Walled-Garden, the estates main farm Edmonstone Mains (Home Farm) and the listed (c) gate-piers and lodge. The coach-house & stable-block is presumed to date from the reconstruction of the House following a fire in 1800. The Icehouse, Ha-ha and wall-garden may be earlier in date, possibly dating to the 18th century with the dovecot likely to date from the 16/17th century.

The 2013 archaeological investigations by GUARD have also provided further evidence for potentially nationally significant early industrial mining with the discovery of widespread late medieval/post-medieval bell pits. These early mines dating to the 16th -17th centuries were first identified at Edmonstone by Headland Archaeology in 2008 across the southern part of 'Area 1' and area expected to cover the upper Edmonstone Ridge following the vertical seams of coal which are known to extend across the ridge. Metal detecting surveys carried out by local amateurs and as part of CEC Braid Burn Flood Prevention scheme, have provided evidence for the use of the area as training grounds during both WWI & WW II.

This application must be considered under terms of the Scottish Government's Scottish Planning Policy (SPP), PAN2/2011 and Historic Environment Scotland Policy Statement (HESPS) 2016 and also CEC's Edinburgh City Local Plan policies ENV3, ENV7, ENV8 & ENV9, Edinburgh LDP (as modified) policies ENV2, ENV 3, ENV7, ENV8 & ENV9 and CEC's 2013 Craigmillar Urban Design Framework. The aim should be to preserve archaeological remains in situ as a first option, but alternatively where this is not possible, archaeological excavation or an appropriate level of recording may be an acceptable alternative.

Listed Buildings

It is not specified in the submitted plans if the B-listed East Lodge and listed Gate-piers are to be retained within any subsequent development. Any proposals to demolish these listed buildings would be considered contra to planning policy ENV2. Clarification must be sought that these buildings will be retained in any subsequent phases of development arising from this PPP application.

Historic Landscape

The Council's 2013 Craigmillar Urban Design Framework recognises the significance of the historic landscapes occupying this site identifying it as an area of valuable open space and parkland. As such it contains several design criteria to ensure the preservation/conservation and enhancement of the areas key historic landscape and archaeological features. As such it is essential that these important design principals are followed within this application. Out-with the listed structures and SAM' discussed below, it the area identified for housing contains significant stone boundary walls, of particular being the wall running north-south from the listed East Lodge towards Niddrie Marischal.

This wall probably dating to between the 17th and early 19th centuries is a key component to the areas historic Landscape possibly forming Edmonstone Estates eastern boundary. Accordingly it is recommended that that a condition is attached to ensure that this wall is repaired and persevered within this development using a condition based upon the following;

'The applicant shall ensure the repair and preservation of the Edmonstone Ridge historic estate wall in accordance with detailed designs which have been submitted by the applicant and approved by the Planning Authority.'

Buried Archaeology:

Scheduled Sites Hawkhill Wood & Home Farm Enclosure:

The application will impact upon two Scheduled Ancient Monuments, Hawkhill Wood and Home Farm enclosure. At this stage the proposals are not significantly designed out to fully gauge the impact upon these two nationally significant sites although the proposals do indicate that these sites will remain undeveloped. However given potential impacts which occur as a result of construction and designing open space and parkland it is essential, in consultation with Historic Environment Scotland, that both detailed management plan(s) are submitted for approval which will secure not only there protection during development (if granted) but also there long term management, protection and interpretation.

It is recommended that this Archaeological/Heritage Management Plan is secured using a condition based upon the following;

'No development shall take place on the site until the applicant has secured the implementation of an Archaeological Conservation & Management Plan for both Home Farm Enclosure (Ref 6038) and Hawkhill Wood (Ref 90129) which has been submitted by the applicant and approved by the Planning Authority.'

Non-designated Remains

Given the significant archaeological resources occurring across the proposed area (outlined above and in Waterman's EIA, Chapter 10), it is essential that an archaeological mitigation strategy is undertaken prior to submission of any further detailed (FUL/AMC) applications and development. In essence this strategy will require the undertaking of a phased programme of archaeological investigation, the first phase of which will be the undertaking of an archaeological evaluation (min 10%) linked to comprehensive metal detecting surveys. The results from this initial phase of work will allow for the production of appropriate more detailed mitigation strategies to be drawn up to ensure the appropriate protection and/or excavation, recording of any surviving archaeological remains prior to construction commencing is undertaken.

Interpretation & Public Engagement

In addition to the interpretation / preservation of Home Farm enclosure & Hawkhill Wood discussed above, the site has the potential for unearthing important archaeological remains. Accordingly it is essential that the archaeological mitigation strategy contain provision for public/community engagement (e.g. site open days, viewing points, temporary interpretation boards), the scope of which will be agreed with CECAS.

It is recommended that these programmes of work be secured using a condition based upon the model condition stated in PAN 42 Planning and Archaeology (para 34), as follows;

'No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (Excavation, reporting and analysis, publication, interpretation, protection & conservation, management & public engagement) 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.

Waste and Cleansing 14 December 2016

Having looked at the application, it shows that there will be 750 domestic properties with a mix of high and low density property types, as well as a school.

The Council does not provide a trade waste service now, except to its own properties and the School would be included in this, but clearly we would provide a domestic collection service. In the case of a development such as this I would assume that we would be servicing the domestic properties as well as the School.

Commercial Waste (Including School):

With regards to the majority of property, although the Council will not be responsible for collecting their waste arisings, I will nevertheless highlight that:

- *For these waste arisings a contract or contracts must be put in place for all the waste arisings if the Council trade waste service is not used;*
- *Any arrangements will need to take cognisance of the access, health and safety and other operational requirements of the waste contractors and Council (e.g. how far does the bin have to move, and over what type of surface);*
- *the School or other organisations are required by law to put in place separate collections of certain materials for recycling, including paper, card, glass, metals, plastics and food. Other materials could also potentially be segregated, and indeed in an environment such as that proposed they may also require to segregate chemicals and other materials such as bulky wastes too;*
- *Not only should there be segregated collection bins, but these arrangements are should also be mirrored in the building itself;*
- *Bins MUST be stored off street.*

Household Waste

As above we will only collect household waste under certain circumstances.

However the situation would be similar to that described above in that they need to consider:

- *The various types of bins/recycling boxes, and their sizes, must be split to allow recycling of food, paper and other dry recyclables, and glass, as well as the disposal of residual waste, and where appropriate garden waste (probably not in this case as there appears to be no garden!!)- each of these requires its own bin (food and glass are collected in recycling boxes for kerbside collection properties, and smaller bins than the other materials from communal bin properties);*
- *What facilities will there be to store and present bulky waste streams;*
- *Off street storage of bins;*
- *The extent to which the Council's requirements with regard to vehicle access and operational safety are met;*
- *The extent of any existing engagement with the Community Waste Officer for the area.*

Please note in particular that where some households receive communal bin collections and some kerbside it would not be our policy to "mix and match". For example if a property is intended to receive a kerbside landfill bin, then they should also receive the full complement of kerbside recycling services AS WELL, and have adequate space provision to allow this.

The level of information provided does not allow me to say whether the arrangements for the collection and segregation of waste, access to collect bins, movement of waste along inclines, etc, at this location are likely to be adequate either operationally or in terms of compliance with the Council's waste management strategy.

Every developer should engage with our Technical Team to ensure that these objectives (and indeed legal requirements) are built into a development and I would advise that the developer should engage with the Technical Team at the soonest possible opportunity.

SNH 16 December 2016

This new proposal which includes residential development, a school and associated infrastructure is against Plan policy and objectives for this site. We continue to support the Plan policy and objectives which aim to deliver a substantial area of parkland in the South East Wedge. We do note that the proposal could partially contribute to the objectives providing information on the detail and delivery of the parkland proposal and the Green Infrastructure (GI) is secured by the council in the most appropriate manner.

Background

This proposal occupies the greenspace proposal area GS 4: South East Wedge Parkland, as outlined in the Second Local Development Plan (LDP)). Supplementary planning guidance for the Bioquarter and South East Wedge Parkland sets out its proposed function as green network. The site has also been identified on a city wide basis in the 'Open space 2021 Edinburgh's Draft Open Space Strategy as an area 'to be retained in the greenbelt and to be landscaped to provide multifunctional parkland, woodland and paths linking with parallel developments in Midlothian', and more recently the parkland proposals have been taken forward in a planning application to the council. We have consistently supported these development principles throughout the current Local Plan period and more recently as set out in the Adopted Plan.

The Council's proposed intention to take forward the site as the South East Wedge Parkland would secure and enhance a valuable and substantial area of green infrastructure for the City of Edinburgh, with direct benefit to new and emerging strategic development sites surrounding the site.

The relationship of this site to existing and proposed communities and neighbourhoods also contributes towards delivery of the current SESplan policy 11 (Delivering the Green Network). This policy sets out requirements for connectivity at a variety of spatial scales including between proposed new strategic development sites and existing communities and neighbourhoods. Furthermore, this site also lies within an area defined in the SESplan Proposed Plan as a Strategic Green Network Priority Area. The Green Network Technical Note accompanying the Proposed Plan highlights this area within the wider context of the city region and its growth, and as being an "Area important to setting of the city and surrounding settlements, green belt character and gateways". It also emphasises that "A co-ordinated approach to green network development which establishes and maintains a sense of place and delivers cross boundary connections will be important".

Appraisal

Landscape and visual impacts and parkland creation:-

We consider the introduction of the housing and school to areas of proposed parkland as set out in the LDP will have adverse impacts on local landscape character and visual amenity, as well as impacts on related issues regarding the scale and functionality of remaining parkland. We believe this will compromise the Council's ambitions for the creation of a strategic open space as set out in the second Local Development Plan, the Bio-quarter and South East Wedge Parkland supplementary guidance, and the Open Space Strategy.

Primarily, we highlight the overall impact of the proposed housing on the scale and functionality of the proposed parkland. The reduction in the proposed size of the parkland in this area of the city will weaken its potential future role as a large scale area of open space, providing diverse and multiple functions both for the local neighbourhoods, which it is adjacent to, and for the wider population within South-East Edinburgh for which the area would serve as a part of a larger strategic green network.

While the current proposal does allow linkage of open space, and important access from surrounding communities, it nonetheless reduces the scale of the proposed open space as set out in the LDP supplementary guidance. This will in turn reduce the ability of the remaining open space to develop over time and provide a wide range of functions for this area of the city.

We highlight the likely landscape and visual impacts arising from development of 3 and 4 storey housing along the Wisp. Although we acknowledge the role that some form of built development and avenue planting could play in providing an urban frontage to this road, the placement of higher buildings on the more elevated and prominent parts of the site, increases the magnitude of landscape and visual impacts of the overall development. Viewpoint 3 from Craigmillar Castle, highlights the relative prominence of the housing proposed along the higher ground along the Wisp, emphasising the somewhat awkward juxtaposition of the proposal with the lower density and lower lying development to the north of the application area. Viewpoint 9 highlights the restriction of views out from elevated positions along the Wisp and towards the regionally important landmark of Arthur's Seat and beyond.

We consider, that if the Council was minded to consent this application, alternative heights for development along the Wisp would reduce landscape and visual impacts in certain views looking towards the development. Such revisions to the spacing or layout, for example to create some open areas along the Wisp, could also usefully reduce landscape and visual impacts and allow framed views towards important landmarks of Arthur's Seat, and other landscape features such as the Pentlands.

We also highlight the narrowing of proposed parkland in areas between the proposed housing development and the BioQuarter development. Although the cross sections (drawing 15047(PL)100, Indicative Sections) highlight a minimum width of circa 130m between built form, we note this dimension doesn't include roads and other forms of built infrastructure that may further reduce the perceived scale of the parkland in this location. The proposed height of the development fronting the parkland is also likely to add to the perception of narrowing of the Parkland at this point. Again we would advise that there is potential for alternative heights and layouts to widen the park in certain locations and provide a greater variety of urban form along this important edge.

In terms of other aspects of the proposed layout, we would draw attention to the potential for the primary road route connecting to the Wisp across the parkland, to act as a compromising factor to the functionality and amenity value of the parkland. Not only is such a road likely to have an implication for the sense of scale and openness within the parkland, it could have a potential negative influence to the ease of active travel connectivity and the sense of naturalness within the parkland. We consider alternative arrangements to the siting and design of this primary route, including an alternative arrangement solely using the existing access road, should be explored if the council is minded to consent this application.

Funding and delivery of parkland proposals, including long term management and maintenance

The Landscape Design Statement gives an indication of the measures that could be in place to secure delivery, management and maintenance of the proposed remaining areas of parkland. While this information is helpful in giving some sense of possible funding and long term maintenance and management, we advise that further information and detailed evidence will be needed to ensure that the measures set out are practical, robust and deliverable in terms of their funding and administration. We would advise that, if the Council is minded to approve this application, that further details on these important matters are secured in advance of any consent.

Ecology

We are content with the information contained within the Ecology chapter of the ES, and in particular the Protected Species Mitigation section. We recommend these mitigation measures are implemented in order to avoid any future offences being committed.

Communities and Families 26 January 2017

The application is for planning permission in principle for a residential development, community parkland and a primary school. While it is possible for the developer to submit a planning application which includes a new primary school, it should be noted that for the establishment of any new school, including determination of its location and catchment area, a statutory consultation requires to be undertaken in accordance with the requirements of the Schools (Consultation) (Scotland) Act 2010 as amended by the Children and Young People (Scotland) Act 2014. This would involve the Education, Children and Families Committee considering and approving a proposed statutory consultation paper followed by an official consultation period with final recommendations made to a full Council meeting in an "Outcomes of the Consultation Report" at the end of the consultation process.

Background to Education Infrastructure Requirements

The Council has assessed the impact of the growth set out in the LDP through an Education Appraisal (Updated December 2016), taking account of school roll projections. To do this, an assumption has been made as to the amount of new housing development which will come forward ('housing output'). This takes account of new housing sites allocated in the LDP and other land within the urban area.

The Council's assessment has identified where additional infrastructure will be required to accommodate the cumulative number of additional pupils from development. Education infrastructure 'actions' are set out in the Action Programme and current Supplementary Guidance on 'Developer Contributions and Infrastructure Delivery'.

Residential development is required to contribute towards the cost of the required education infrastructure to ensure that the cumulative impact of development can be mitigated. To ensure that the total cost of delivering the new education infrastructure is shared proportionally and fairly between developments, Education Contribution Zones have been identified and 'per house' and 'per flat' contribution rates established.

Assessment and Contribution Requirements

Assessment based on:

150 Flats

600 Houses

This site falls within Sub-Area C-2 of the 'Castlebrae Education Contribution Zone'.

The Education Appraisal did not account for housing development on this site. The Council has therefore assessed the impact of the proposed development on the identified education infrastructure actions and current delivery programme, as set out in the Action Programme and Supplementary Guidance.

The education infrastructure actions are not sufficient to accommodate an increase in the cumulative number of new pupils expected in the area as a result of the proposed development.

There would be a requirement for additional primary school capacity to accommodate the 165 additional non-denominational primary school pupils expected to be generated. The applicant has suggested that this could be delivered by providing a new primary school on the development site. If that were to be the option which were to be progressed in order to provide the necessary additional capacity, a new single stream (seven class) school and 30/30 nursery on a 2 hectare site would be able to accommodate the pupils generated by this development. This assessment is therefore based on the assumption that a new primary school of this size would be required however if there was a more efficient way of delivering the extra capacity at the time of development then this may be progressed.

Using the pupil generation rates set out in the Supplementary Guidance, 26 Roman Catholic (RC) primary pupils would be expected to be generated by the development. The site is within the catchment of St John Vianney RC Primary School. This school is expected to face accommodation pressures and contributions towards increasing its capacity are being taken for developments in Liberton/Gracemount. However, the RC primary school which generally serves the Craigmillar area is St Francis' RC Primary School. A catchment review would be required to put the site within the St Francis' RC Primary School catchment area and additional accommodation would be required as committed developments are expected to take up the spare capacity at this school (which shares a campus with Niddrie Mill Primary School). An additional classroom at either St Francis' RC Primary School or St John Vianney Primary School is therefore assessed as being required to mitigate the impact of the proposed development.

If planning permission was granted for this development, there would be a requirement for additional secondary school capacity to accommodate 125 more pupils at either Castlebrae Community High School or, depending on the timing, the new Craigmillar High School which would replace it.

If a new primary school was required, it is likely that a new Contribution Zone Sub-Area would be established with its own contribution requirements (in accordance with the provisions of the Supplementary Guidance). The applicant is therefore required to contribute the following:

- *£7,591,930 (as at Q1 2015) to deliver additional primary school and nursery capacity (based on the cost of delivering a new seven class primary school and nursery);*
- *2 hectare fully serviced and remediated primary school site (at a location to be agreed with Communities and Families);*
- *£350,000 (as at Q1 2015) for a one class RC primary school extension;*
- *£6,419 per house and £963 per flat (as at Q1 2015) towards the provision of additional secondary school capacity.*

It should be noted that all contributions would require to be index linked based on the increase in the forecast BCIS All-in Tender Price Index between Q1 2015 and the date of payment.

If the Council is 'minded to grant' the application then delivery mechanisms for the school and the transfer of the 2 hectare primary school site will need to be agreed with the developer through an appropriate planning agreement.

If the appropriate contribution and the fully serviced and remediated site for a new primary school is to be provided by the developer, Communities and Families does not object to the application in principle.

Midlothian Council's 16 February 2017

Midlothian Council wishes to raise the following concerns in relation to Green Belt, transport and landscape impact matters of the proposal.

As you are aware the proposed site is within the original South East Wedge development area and was to be undeveloped parkland/open space. Midlothian Council considers there are important cross border issues associated with this significant proposal. This is particularly the case given the site is on the Edinburgh Midlothian boundary and would, if developed, have implications for key vehicular and pedestrian/cyclist cross boundary routes.

The Shawfair Master Plan (also called the Shawfair Design Framework) sets out details of these cross border connections. It can be accessed from Midlothian Council's website to planning application ref: 02/00660/OUT. Midlothian Council considers it very important that these connections are not prejudiced by this development.

Green Belt

The application site has no planning policy support for this development as it is designated as Green Belt. If the City of Edinburgh Council is satisfied that sufficient new housing land is available, there would appear to be no justification in supporting the release of this application site for development.

Transport

Vehicular Transport

Midlothian Council has strong concerns regarding the cumulative impact on the transport network arising from this proposal. The proposal is in addition to developments that are in accordance with the development plans of the City of Edinburgh and Midlothian Councils, and other windfall developments in this part of south east Edinburgh that have come forward.

Midlothian Council is aware that a number of improvements have been made to the local road network. However, they were primarily to accommodate the new Greendykes development. Additional windfall developments in this area, such as this proposal, will place increased burdens on the existing road network and junction capacities. This gives Midlothian Council significant cause for concern and considers these capacity issues require to be mitigated in an appropriate manner.

Midlothian Council considers that the expected impact of traffic flows of all existing, committed and proposed residential development in this part of Edinburgh and the Shawfair area of Midlothian should be considered in the assessment of this proposal. The committed and emerging development allocations in the Shawfair area of Midlothian, and from the Proposed Midlothian Local Development Plan, are highlighted on the final page of this response. Midlothian Council is unclear if all of the committed and emerging development identified in local development plans have been taken into account in the transport assessment.

The junction of The Wisp and the A7 has been highlighted as an issue in the Transport Appraisal work undertaken by Midlothian Council for its Proposed Midlothian Local Development Plan. Midlothian Council asks that the findings of this Transport Appraisal work are taken into account in the assessment of this proposal.

The Midlothian Local Development Plan Transport Appraisal work is available on Midlothian Council's website.

Midlothian Council requests that the following also be taken into account in the assessment of the proposal:

- *Demonstration that the proposal has good access to public transport and provides good walking and cycling routes; and*
- *investigate how public transport might be improved along The Wisp.*

Midlothian Council would have concerns about new vehicular road access on to The Wisp from this proposal.

Pedestrian/ Cycle facilities

If this proposal is supported, then Midlothian Council requests that full provision of good multi-user foot and cycle paths is made in order that the development supports and helps facilitate reciprocal connections between local and wider Edinburgh and Midlothian networks. Midlothian Council considers links between Edinburgh and Midlothian in this location an important part of delivering its green network. Further details are set out below:

Access point on the northern edge of Danderhall, by the East Lodge at Edmonstone - shown on Figure 11.4 of the Shawfair Master Plan:

If this proposal were supported Midlothian Council would consider it essential that widened footpaths and crossing points be provided to connect with the links into Shawfair indicated on Figure 11.4 of the Shawfair Master Plan Framework.

Multi-user path along The Wisp

Midlothian Council requests a multi-user path along The Wisp through the development be provided, that connects with the Greendykes development, and in turn with Hunter's Hall Park to the north, to provide links to Niddrie Mains Road.

Craigmillar Castle Road

Full consideration should be given to the provision of safe crossing and access at Craigmillar Castle Road to off-road foot/cycle paths along this road.

Developer Obligations - Transport

With regard to impacts on the road network, Midlothian Council is seeking developer obligations from committed and proposed development identified in the Proposed Midlothian Local Development Plan in the Shawfair and Danderhall area for the upgrade and improvement of the Sheriffhall junction on the A720 City Bypass, Borders Railway and other education and infrastructure requirements. These sites includes the:

- *approximately 4000 homes and 32.5 ha. of economic development associated with the committed new Shawfair community (sites h43-h45 and e25, e26 and e28 respectively);*
- *Shawfair Park (ref. e27), a 9 ha. business allocation from the Midlothian Local Plan (2008); and*

- allocations made in the Proposed Midlothian Local Development Plan (2014). This includes housing sites Cauldcoats (ref. site Hs0 - which partly fronts on to The Wisp: allocated for 350 houses with possible potential for a further 200 houses beyond 2024), Newton Farm (ref. Hs1: allocated for 480 houses with possible potential for a further 220 houses beyond 2024) and Shawfair Park Extension (ref. Ec1, a 20 ha. business allocation).

If this development were to be supported, Midlothian Council requests that developer obligations are sought to help contribute to the upgrade of the Sheriffhall junction on the A720 City Bypass, as well as to other necessary improvements that may be required to the local road network. Midlothian Council would expect there to be potential for cumulative implications from this proposal, and other nearby developments, on the Sheriffhall junction and the local road network.

Finally, if the development were to be supported then the above multi-user foot/cycle paths should be secured through the appropriate mechanism. This could include developer obligations.

Landscape

As stated already in this letter, the proposed development site is part of the South East Wedge development area and was to be undeveloped parkland/open space. It is an important cross border location and the landscape impact of the development on Midlothian and Edinburgh must be fully considered. Midlothian Council would have concerns about inappropriate scale and massing of development on land close to The Wisp, and the landscape impact this would create. If this development were to be supported, then Midlothian Council would wish to work with City of Edinburgh Council at the detailed planning stage to address any issue of concern in this very important cross border location.

SEPA 01 March. 2017

We would also like to thank Douglas Kirkby for providing the Simple Index Approach output for roads, driveways and roofs in support of the proposals for Sustainable urban Drainage Systems (SuDS) which form part of this application

Advice for the planning authority

We have no objection to this planning application, subject to the conditions outlined in Sections 1 and 6 forming part of planning permission in principle, should the planning authority be minded to grant planning permission.

1. Flood Risk

1.1 We have no objection to the proposed development on flood risk grounds provided that, should the Planning Authority be minded to approve this application, the following conditions form part of the planning permission.

- *No built development or land-raising to take place within the existing 1:200 year flood extent as detailed within the Flood Risk Assessment which takes into account the nearby developments and the latest modifications made to the nearby restoration scheme.*
- *No built development should be constructed over an existing drain (including a field drain) that is to remain active.*
- *Any water-crossings should be designed to convey the 1:200 year peak flow giving due consideration to a suitable freeboard and climate change. Any water-crossing should not alter the flooding mechanisms of the Niddrie burn restoration scheme.*

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 Notwithstanding our position we expect the City of Edinburgh Council to undertake its responsibilities as the Flood Prevention Authority.

Technical Review

1.4 We previously provided comments on the request for a Scoping Opinion by Waterman for a mixed use development, including up to 700-750 dwellings, a school, community parkland, infrastructure, and landscaping. We noted the potential risk from the Niddrie Burn, groundwater levels/ rebound, and surface water.

1.5 The flood risk assessment (FRA) makes reference to the Niddrie burn restoration project. We emphasise that this is not a formal Flood Protection Scheme as it has not been progressed through the relevant legislation. Part of the site allocation extends through the restoration area. Ground levels adjacent to the Niddrie Burn are noted as being around 47-48mAOD. Figure 3 of the FRA indicates that development will take place on ground levels above 50mAOD. The area of development as noted in the Indicative Section E-E drawing closest to the Niddrie Burn is situated on ground levels of approximately 56.5mAOD which is sufficiently elevated above the watercourse. No development is to take place within the Niddrie Burn restoration area or on the opposite bank of the Niddrie Burn.

1.6 There are drains flowing through the site which were previously connected to the Niddrie Burn and these are noted in Figure 5 as being in poor condition. The planning authority should be satisfied that there is no increase in runoff to these ditches to ensure there is no increase in flood risk downstream and that development is set back from any drainage feature.

1.7 We support the recommendations presented in the FRA which state that no development takes place within the 1:200 year flood level, and that finished floor levels should be elevated above ground levels. We also recommend that no land-raising or built development should take place within the existing 1:200 year flood level and that development should not take place over field drains that are to remain active. The recommendation that ground levels should be set no less than 600mm above the 1:200 year flood level is potentially ambiguous and we emphasise that there should be no built development or land-raising below the 1:200 year flood level. The FRA makes reference to the predicted flood levels produced by Jacobs in May 2011. We recommend that the consultant confirms that the information provided is the most recent information and includes the modifications made to construct the nearby Sick Children's Hospital.

1.8 The FRA identifies that the proposed school on site is elevated well above the Niddrie Burn (around 80mAOD). It is not clear, however, where it will be located on-site and we advise that applications for Matters Specified in Conditions locate the school away from any drainage feature.

1.9 Groundwater measurements will be undertaken during site investigations and we recommend a sufficient period of monitoring to establish whether there are any notable fluctuations in levels. Should elevated groundwater be detected, a suitable and sustainable mitigation design should be outlined the City of Edinburgh Council and SEPA.

1.10 We would note that based on information provided for an adjacent development within the Bioquarter, Little France Drive is shown to be at risk of flooding from the Niddrie Burn. Hence, it is recommended that development is set back from the Niddrie Burn, as shown in the indicative masterplan to avoid any potential flood risk.

1.11 The Magdalene Burn is located away from the proposed development and it is at a lower elevation than the site: we are satisfied that the site is not at flood risk from this watercourse.

1.12 No information has been provided on any water-crossings over the Niddrie Burn to access the opposite bank. We advise that a condition is necessary that any water-crossings proposed in applications for matters specified in conditions are sized to convey the 1:200 year peak flood including a freeboard and an allowance for climate change and to ensure that they do not increase flood risk elsewhere or interrupt the operation of the flood storage area.

1.13 As the site allocation extends across the restoration area, the planning authority should be satisfied that the development will not interfere with the maintenance or operation of the flood storage area.

1.14 We would recommend that a holistic approach is taken to the development of this site. A piecemeal approach could cause alterations to existing flow paths which may restrict further development.

Caveats & Additional Information for Applicant

1.15 The SEPA Flood Maps have been produced following a consistent, nationally-applied methodology for catchment areas equal to or greater than 3km² using a Digital Terrain Model (DTM) to define river corridors and low-lying coastal land. The maps are indicative and designed to be used as a strategic tool to assess flood risk at the community level and to support planning policy and flood risk management in Scotland.

1.16 We refer the applicant to "Technical Flood Risk Guidance for Stakeholders". This document provides generic requirements for undertaking Flood Risk Assessments. Please note that this document should be read in conjunction Policy 41 (Part 2).

1.17 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.

1.18 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 "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.

2. Surface and Foul Water Drainage

2.1 Based on the output from the Simple Index Approach tool (CIRIA 753) we are happy to accept the drainage strategy and that the proposals for Sustainable urban Drainage Systems (SuDS) are appropriate and adequate.

2.2 There is mention in Drainage Report Engineering Assessment, Part 1: S3.0, page 5 of routing flows to Magdalene Burn. SEPA has received complaints in the past regarding a perceived lack of flow in the watercourse since work began on nearby development(s) which are believed to have intercepted historic land drains and re-routed flows to the Niddrie Burn instead. It is alleged that this has a knock-on effect via lack of dilution for private septic tank discharges and has led to a build-up of silt in the watercourse (which again is perceived to have increased flood risk). Although this is not something we can require of this proposed development, this proposal may be an opportunity to re-introduce flows to the Magdalene Burn and address these local concerns. We welcome confirmation at S5.0 (page 18) that there is an intention to route some surface water flows to the Magdalene Burn.

2.3 We note Scottish Water's assessment that the Combined Sewer Overflows at Restalrig Avenue (1.0% ~ 315m³) and Milton Road West (0% - 0m³) both show a relatively minor potential impact from the development. The proposals for new foul sewer connections could be an opportunity for first time sewerage provision for local residents using private septic tanks.

3. Pulverised Fuel Ash (PFA) Grouting and Groundwater

3.1 If stabilisation works are identified as being required to facilitate the development, we recommend an appropriate risk assessment for the proposed stabilisation of mine workings with PFA grout is produced prior to this activity being undertaken on site.

3.2 The pouring of grout below the water table is a controlled activity under General Binding Rule (GBR) 16 of the Water Environment (Controlled Activities) (Scotland) Regulations 2011 (CAR). GBR 16 includes a requirement that no material coming into contact with groundwater shall cause pollution of the water environment. SEPA considers that an assessment should be undertaken to assess whether the use of PFA grout will meet the requirements of GBR 16. If the activity causes pollution, SEPA may take enforcement action in accordance with these regulations.

3.3 We recommend that the assessment is undertaken in line with Stabilising mine workings with PFA grouts. Environmental code of practice. 2nd Edition, BRE Report 509.

3.4 In general, a detailed review of the assessment by SEPA is not considered necessary and the document should primarily serve the developer to ensure no pollution occurs as a result of the activity. However, in circumstances that the assessment identifies that a complex risk assessment is required due to the site being identified, through the preliminary and simple risk assessments, as higher risk and conceptually complex it may be prudent for the developer to highlight this to SEPA through additional consultation.

3.5 Further details relating to CAR requirements can be found on SEPA's website at http://www.sepa.org.uk/water/water_regulation/regimes.aspx

3.6 Consultation with The Coal Authority is recommended.

3.7 Key points to note in relation to the water environment when undertaking mine workings grouting:

- An adequate hydrogeological conceptual model is required (e.g. an assessment of ground conditions, depth to groundwater, likely flow of groundwater, depth/size of old mines workings, etc). Ideally, the conceptual model would be backed up with site specific ground investigation and monitoring data.

- It is recommended that the applicant/agent carries out an appropriate water features survey to identify what there is in the surrounding area that might be affected by the grout.

- Note that potential hazards and impacts may not necessarily be confined to the proposed development site. Applicants should consider and mitigate as necessary risks both within and out with the development site.

- It should be noted that even if mine waters are currently low (i.e. below workings to be grouted), groundwater levels might, in the future, rebound into the grouted zone if mine water pumping were to cease. SEPA would recommend that both scenarios are considered.

- If the excavation works require dewatering, the applicant may be required to demonstrate that this will not adversely affect the hydrogeological regime. Any adverse effects will depend on the size and duration of the excavation works.

4. Air Quality and Greenhouse Gas Emissions

Air quality

4.1 The proposed development will be in an area that is currently not affected by poor air quality. An air quality modelling assessment has been undertaken and the findings are reported. We note and welcome the decision to use ADMS Roads to assess the impact of traffic on local air quality. The modelling assessment has shown that the completed development is unlikely to have a significant impact on local air quality.

Greenhouse gas emissions

4.2 We note that the development is located some distance from local amenities, and, therefore, there is likely to be an increase in the number of journeys made by car. While this figure may appear to be insignificant, when considered alongside other developments across Scotland, the cumulative increase in the distance travelled by car, and subsequent emissions of carbon dioxide, could undermine the Scottish Government's commitment to reduce emissions of greenhouse gases.

4.3 Scottish Planning Policy sets out an approach to integrating transport and land use planning by supporting a pattern of development and redevelopment that "reduces the need to travel and as a consequence reduce emissions from transport sources". It also states that "Planning permission should not be granted for significant travel-generating uses at locations which would increase reliance on the car and where the transport assessment does not identify satisfactory ways of meeting sustainable transport requirements."

4.4 Greenhouse gas emissions from road traffic are expressed as grams of carbon dioxide emitted per kilometre travelled (g/km), therefore every additional km travelled will increase the emissions of greenhouse gases. Road transport emissions account for 72.4% of all transport emissions of greenhouse gases and cars account for over half road emissions. "The Climate Change (Scotland) Act 2009 sets a target of reducing greenhouse gas emissions by at least 80% by 2050, with an interim target of reducing emissions by at least 42% by 2020. Annual greenhouse gas emission targets are set in secondary legislation". Section 5 of the Scottish Government's Climate Delivery Plan describes the issue in detail.

Cumulative effects of development

4.5 When considered in isolation, a single development will appear to have a negligible impact on local air quality. When the same development is considered alongside other developments in the area, however, the cumulative impact could be more significant, particularly along main commuter routes. SEStran has warned "the allocation of extensive new land for development underlines the importance of integrating land-use and transport planning in the SEStran area, building these links into the forthcoming City Region plan and other development plans. Failure to do so will lead to further significant increases in car use", and " It has been demonstrated that the SEStran area faces particular challenges in catering for the travel volumes and patterns resulting from the anticipated growth in population and employment in the area. In addition to the forecast increase in the number of jobs, the trend of dispersal of jobs, services and homes will, if it continues, bring further pressure to bear on the transport network." Transport Scotland advises: "With several proposals in close proximity, a more detailed Transport Assessment of the cumulative impact of the proposals may be more appropriate than one for each proposal in isolation".

4.6 The City of Edinburgh Council should be satisfied that the assessment has considered the cumulative impact of all development that will add traffic to the road network, particularly along main commuter routes. 'Land-Use Planning and Development Control: Planning for Air Quality'(Produced by Environmental Protection UK and Institute of Air Quality Management, 2015) explains how a cumulative impact should be undertaken.

5. Ecology

5.1 *The information accompanying and supporting this application confirms that there are no Groundwater Dependent Terrestrial Ecosystems or peat soils in the footprint of this proposed development. The supporting information also identifies means for the eradication of invasive species. We have no further comments to make on the ecology of this site.*

6. District Heating

6.1 *We consider a condition of planning permission in principle should be that applications for matters specified in conditions are accompanied by proposals for district heating and should include a feasibility study. We are more than happy to discuss the potential for district heating with the applicant and following is some background information.*

Heat Map

6.2 *The Scotland Heat Map is available at <http://heatmap.scotland.gov.uk/> and includes information on heat demand and potential heat supply, as well as existing and in-development heat networks.*

Scottish Futures Trust

6.3 *Through Stratego, Scottish Futures Trust has been providing information on funding models for developing district heating networks.*

6.4 *Scottish Enterprise may also have useful information or contacts on this matter.*

CIBSE

6.5 *The Chartered Institute of Building Services Engineers (CIBSE) published a "Code of Practice" document which outlines essentially a project management approach towards developing a district heating network. It details every stage from design and layout of the network, product and material choice to ongoing maintenance and management of an operational network.*

7. Regulatory requirements

7.1 *Details of regulatory requirements and good practice advice for the applicant can be found on the Regulations section of our website.*

TRANSPORT 01 March 2017

It is recommended that the application be refused.

Reasons:

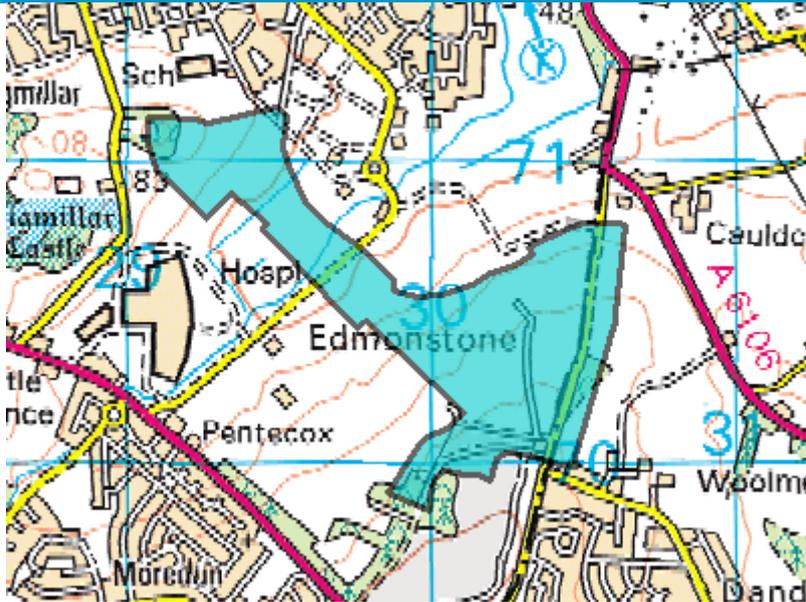
The transport infrastructure enhancement needs arising from the planned growth set out in the Local Development Plan (LDP) have been assessed by a transport appraisal which accompanies the LDP and informs its Action Programme. The Transport Infrastructure Appraisal provides a cumulative assessment of the additional transport infrastructure required to support the new housing development identified within the LDP. Where cumulative impacts have been identified, transport infrastructure to mitigate the impact of the development are established. Contribution Zones are used to collect developer contributions equitably towards these actions.

This site is not proposed within the LDP and, therefore, its transport impact on the strategic road network has not been assessed cumulatively. Whilst the applicant has considered the impact of committed development of this site in combination with other developments in the area, it is clear that traffic will have a significant impact on existing junctions, in particular Old Dalkeith Road / The Wisp. The Local Development Plan states that development proposals relating to major housing or other development sites which would generate a significant amount of traffic must demonstrate that individual and cumulative transport impacts can be timeously addressed. It is unclear whether the additional traffic from this site can be so addressed within the improvement works set out in the Action Programme.

It should be noted that The Wisp is within Midlothian Council's area and therefore the impact of a substantial part of the proposed development will be outside the City of Edinburgh Council's responsibilities.

In addition, the LDP policies support the transport strategy by seeking to minimise travel demand and encourage a shift to more sustainable forms of travel. Major travel generating developments should take place in locations well served by public transport, walking and cycling networks, and development in non-central locations with limited sustainable travel options will be resisted. The proposed site is not considered to be well served by public transport and it is likely that public transport improvements will not be in place when required to serve the development.

Location Plan



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