

Full Planning Application
at
37-43 Craigmillar Park
Edinburgh
EH16 5PD

Development Quality Sub-Committee
of the Planning Committee

Proposal: Alterations and change of use of 37 and 39 Craigmillar Park to form 4 flatted dwellings, demolition of 41 and 43 Craigmillar Park, and redevelopment to form 32 flatted dwellings.

Applicant: AMA (New Town) Ltd.

Reference No: 03/03361/FUL

1 Purpose of report

To recommend that the application be **GRANTED** subject to;

Conditions

1. The development hereby permitted shall be commenced no later than five years from the date of this consent.
2. i) Prior to the commencement of construction works on site:
 - a) A site survey (including intrusive investigation where necessary) must be carried out to establish to the satisfaction of the Head of Planning and Strategy, either that the level of risk posed to human health and the wider environment by contaminants in, on or under the land is acceptable, or that remedial and/or protective measures could be undertaken to bring the risks to an acceptable level in relation to the development; and
 - b) Where necessary, a detailed schedule of any required remedial and /or protective measures, including their programming, must be submitted to and approved in writing by the Head of Planning and Strategy.

- ii) Any required remedial and/or protective measures shall be implemented in accordance with the approved schedule and documentary evidence to certify those works shall be provided to the satisfaction of the Head of Planning and Strategy.
3. All living apartments facing Lady Road and Craigmillar Park shall be fitted with acoustic double glazing to the satisfaction of the Head of Planning & Strategy.
4. Prior to the commencement of work on site details of the proposed external finish materials, including colours, shall be submitted to and approved in writing by the Head of Planning and Strategy. Note: samples of materials may be required.
5. A fully detailed landscape plan, including details of all hard and soft surface and boundary treatments and all planting, shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
6. The approved landscaping scheme shall be fully implemented within six months of the completion of the development, and thereafter shall be maintained by the applicants and/or their successors to the entire satisfaction of the planning authority; maintenance shall include the replacement of plant stock which fails to survive, for whatever reason, as often as is required to ensure the establishment of the approved landscaping scheme.
7. Vehicular entrance to the development shall be over a raised footway crossing.
8. At the time of occupation of the development hereby approved, the applicant shall provide a sustainable Travel Pack, details of which shall be submitted to and approved in writing by the Director of City Development prior to work commencing on site, for each unit, to the satisfaction of the Director of City Development, detailing local sustainable transport provision to local amenities and transport interchanges in the area by walking, cycling and public transport.
9. Prior to the issue of this consent, the applicant shall enter into a suitable legal agreement with the Council with regards to the provision of a financial contribution of £2,880 towards alleviating accommodation pressures at Liberton High School.
10. Prior to the issue of this consent, the applicant shall enter into a suitable legal agreement with the Council with regards to the provision of a financial contribution of £18,000 towards the provision of traffic calming measures and road improvements in the Craigmillar Park area.

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.

2. In order to ensure the most efficient and effective rehabilitation of the site.
 3. In order to protect the amenity of the occupiers of the development.
 4. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
 5. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.
 6. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.
 7. In order to safeguard the interests of road safety.
 8. To encourage the use of more sustainable modes of transport.
 9. In order to ensure that the development is in accordance with the Councils policy on Developer Contributions for Investment in Schools.
 10. In order to achieve community benefits in the form of infrastructure improvements.
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2 Main report

Site description

The site comprises of four detached Victorian villa properties (Nos. 37, 39, 41 and 43 Craigmillar Park), situated on the east side of Craigmillar Park. Together these four villas are currently in educational use as part of St. Margaret's School.

The two villas nearest the junction with Lady Road and Liberton Road at 41 and 43 Craigmillar Park are conjoined by a 1970's extension formed when the premises were in use as a hotel. The rear of these buildings is given over to parking. Vehicular access is taken from Lady Road. The site slopes down towards Lady Road to the east.

The villa properties at 37 and 39 have been considerably altered and extended but retain the original villa form and feu.

The site lies within the Craigmillar Park Conservation Area. None of the buildings within the site are listed. The nearest listed building is the former Moray House College Halls of Residence to the east which is Category B.

Site history

37 Craigmillar Park

18.08.1971 - Planning permission for change of use from house to hotel granted (1129/71).

04.07.1984 - Planning permission for change of use from hotel to school building granted (1049/84).

20.04.1988 - Planning permission for erection of two-storey extension granted (2061/87).

26.07.2000 - Planning permission for extension granted (00/00028/FUL).

39 Craigmillar Park

03.04.1986 - Planning permission for change of use from church building to educational building granted (41/88).

26.07.2000 - Planning permission for extension granted (00/00028/FUL).

41 Craigmillar Park

10.10.1961 - Planning permission from change of use from house to hotel granted (1364/61).

43 Craigmillar Park

08.10.1962 - Planning permission from change of use from house to hotel granted (1041/62).

03.04.1963 - Planning permission, in outline, for erection of petrol filling station in rear garden refused (360/63).

41 and 43 Craigmillar Park

02.10.1963 - Planning permission for construction of connecting corridor, erection of eight bedrooms, and cocktail bar etc. granted (1012/63).

23.12.1964 - Amendment to previously approved application granted (1593/64).

23.06.1971 - Planning permission for four-storey bedroom extension and new function suite refused (820/71).

20.10.1971 - Planning permission for three-storey extension to rear fronting Lady Road refused (1244/71).

25.10.1972 - Planning permission for erection of new larger link between 41 and 43 Craigmillar Park granted (1743/72).

02.12.1976 - Planning permission for erection of extension to rear fronting Lady Road refused (1579/76).

01.12.1977 - Appeal for application 1579/76 dismissed (P/PPA/LA/49).

01.02.1984 - Planning permission for change of use from hotel to educational use granted (2495/83).

Development

Scheme 1:

37 and 39 Craigmillar Park

It is proposed to remove existing extensions, and refurbish and extend the villas to form a total of four residential units.

The new additions will be on the north and south elevation of 37 Craigmillar Park and on the south elevation of 39 Craigmillar Park. The additions will be of contemporary form but will use a high proportion of traditional materials such as stone and timber. Two double garages are proposed to the rear of each villa (a total of eight spaces). The garages will be accessed via a continuous driveway from Wilton Road. This will involve the removal of two sections of 2m high original stone boundary wall. The existing driveway to the front of 39 Craigmillar Park will be removed and the front boundary wall reinstated.

The site will be landscaped to provide private amenity space for each property.

41 and 43 Craigmillar Park

It is proposed to demolish both villas, and the 1970's link building between, and to construct 24 flats. The redeveloped site will be in two distinct but related sections.

A five-storey building is proposed on the site of 41 Craigmillar Park. This consists of three levels of two flats and one penthouse. A further flat is proposed at basement level. The slope of the site means that the building has a four-storey appearance on Craigmillar Park. A six-storey building, five above Craigmillar Park, is proposed on the site of 43 Craigmillar Park. This building is split and designed to address both Craigmillar Park and Lady Road. It consists of a lower level of two flats, with four levels of five flats and a further level of two penthouses. On both buildings, the penthouse will be set back from the facade. The design of both buildings is contemporary. Materials include natural stone, concrete, timber and glass.

Car parking is at basement level and below a decked structure with 'green roof' that sits between both 41 Craigmillar Park and the northern block at 43 Craigmillar Park. Access/egress will be from Lady Road as at present. The site will be landscaped to provide communal amenity space.

Scheme 2:

No changes are proposed to the properties at 37 and 39 Craigmillar Park. The revised scheme relates to the lowering of the blocks that replace 41 and 43 Craigmillar Park by 1m and a redesign of both buildings. On plan, the proportions of the block that will replace 41 Craigmillar Park has been amended to reflect more closely those of the adjacent villa properties. The block at the junction with Craigmillar Park/Lady Road has been amended to address the junction, particularly when viewed from the west on Liberton Road. This building has also stepped down in height towards 1 Lady Road. The facade treatment on both buildings has been amended. Architectural expression is of a more traditional residential form, particularly on the Lady Road elevation, with traditional window proportions on a majority of the facade. Materials are similar but it is proposed to use a higher proportion of stone.

Supporting Statement

The applicant has submitted a statement in support of this application. This is available in the Party Group Rooms.

Consultations

Environmental and Consumer Services

No objection subject to conditions relating to land contamination and a requirement for new apartment facing Lady Road/Craigmillar Park to be fitted with acoustic double-glazing.

Housing

The affordable Housing Policy cannot be applied to this application.

Education

There is no spare capacity at Liberton High School. Accordingly, a developer contribution of £2,880 should be sought towards alleviating accommodation pressures at this school.

Transport

No objections to the application subject to conditions relating to the access, secure cycle parking, the provision of a sustainable travel pack for each unit, and the conclusion of a suitable legal agreement for a contribution of £18,000 towards the provision of traffic calming measures and road improvements in the Craigmillar Area.

Royal Fine Arts Commission For Scotland

Scheme 1:

The retention of the Victorian villas at Nos. 37 and 39 is welcomed, as is the proposed demolition of extraneous 20th century extensions. The proposed extensions, though supported in principle as consistent with the villa tradition, appear over complex. The proposed demolition of the 1970's additions to Nos. 41 and 43 is also welcomed. Without architectural merit, they detract from the character of the original villas and the Conservation Area. Though the original villas have been damaged by additions, the frontages onto Craigmillar Park and Lady Road remain. They can still be recognised as the final two in a series of villas that line the eastern side of Craigmillar Park and are an integral part of the Conservation Area. RFACFS differs from the architects' view in that RFACFS considers the end villa originally recognised the corner. Together with No. 41, it respected the prevailing spatial character of the area. Alternative strategies should therefore be fully explored and analysed before any decision is made. New buildings should not detract from the quality that has led to the designation of the Conservation Area.

The Conservation Area is characterised by buildings of remarkable consistency in terms of height; generally two storeys to parapet level, with accommodation at second floor level reduced in impact through the use of various roof forms. Any deviation from these height limitations can generally be attributed to changes in topography. For instance, the existing villa on the corner of the site changes from two to three storeys on the Lady Road frontage in response to the way the site slopes down steeply away from the corner. In summer much of these buildings are screened by well-established tree belts, giving a direct relationship to the lie of the land. Cameron Toll Shopping Centre, set well down on lower land to the south and surrounded by extensive tree cover, is barely visible from parts of the adjoining roadway. The current proposal deviates from this pattern, with buildings rising up to six-storeys above existing buildings and tree growth. The architects argue for this increase in height on the grounds that the particular location justifies a 'gateway' tall structure. RFACFS would prefer to see any replacement structures conforming to established height limitations within the Conservation Area. Deviation from these limitations would disrupt the essential characteristics of the Conservation Area. The extremely prominent location would exacerbate the offence and set a wrong precedent for the scale of future development.

The way in which the buildings have been organised on the site is also considered to be inappropriate, both in terms of their relationship to the surrounding area and the creation of a potentially attractive residential environment. On the important Craigmillar Park elevation, the three new buildings overturn the concept of the traditional villa, standing sideways on and opening up the site to the street. Rather they should present a confident and protective face. The internal spaces would not enjoy the experience of street on one side and garden on the other and either easterly or westerly aspect. Instead, they would confront only each other with little spatial differentiation between the two sides and with 50% devoid of sunlight at all times. The curious alignment of the two southern

blocks, one positioned on the axis of Lygon Road and the other parallel to Lady Road, this does not result in a satisfactory resolution of the corner condition. The proximity of the two blocks leaves an uncomfortable space between them and a large number of apartments with predominately north facing aspects.

The premises, formerly St Margaret's School, now represent an exciting opportunity for a sensitive residential redevelopment. Although it recognises the important role that the four existing villas play in the Conservation Area, RFACFS would not rule out selective demolition. Alternative strategies would have to have been thoroughly explored in order to provide proper justification if such were possible. Any new development on the site needs to be sensitive to the spatial and formal qualities of the Conservation Area. It needs to address the unique corner condition in a satisfactory manner. It also needs to provide an attractive residential environment. The current proposal fails in all these respects.

Scheme 2:

Although the organisational principles behind the scheme remain the same as in the original application, the two new blocks that would replace nos. 41 and 43 have been amended so that they now have a stronger presence on Craigmillar Park and provide a more continuous frontage to the Craigmillar Park/Lady Road corner. Many of the flats have been re-planned to allow for more open and varied aspects than was previously the case. The changes address criticisms made by RFACFS with regard to the disposition of buildings on the site.

The overall height of each block has been reduced by approximately one metre, with a further height reduction at the eastern end of the corner block and other elevational changes giving the buildings a more horizontal emphasis. The buildings proposed still look too high to reinforce rather than disrupt the essential qualities of the Conservation Area, which is characterised by a remarkable degree of consistency in terms of height of buildings.

Representations

Scheme 1:

The application was advertised on 19.09.2003. 325 letters of representation have been received from Councillor Fred Mackintosh, The Cockburn Association, Craigmillar Park Association, The Architectural Heritage Society of Scotland, The Craigmillar Park Association, The Grange Association, Waverley Park Amenity Association, Lady Road Residents Association, and 318 neighbouring residents. The issues raised are:

1. New buildings are out of scale and do not relate to existing character of area
2. Proposals will result in over-development of the site
3. Proposals are contrary to local plan policies CD4, CD5, CD11, CD15 and CD16

4. Loss of villas that contribute to character of conservation area detrimental to character and will set an unwelcome precedent
5. Inappropriate form and materials
6. New development will obscure views of Arthur's Seat
7. Proposals will have an adverse effect upon listed buildings
8. Proposals will overshadow neighbouring ground and result in loss of privacy
9. Difficulty with vehicular access

Scheme 2:

Those who made initial representations were notified of the revised scheme on 03.02.2004. 187 letters of representation have been received from Councillor Fred Mackintosh, The Cockburn Association, Craigmillar Park Association, The Grange Association, Waverley Park Amenity Association, Portobello Amenity Society, Balerno Community Council, and 180 neighbouring residents. The issues raised are broadly similar to those made previously.

Policy

The site lies within an area identified as Housing and Compatible Uses in the Central Edinburgh Local Plan.

Relevant Policies:

Policy CD2 (LISTED BUILDINGS) sets out criteria for assessing proposals affecting listed buildings and seeks to safeguard their character and setting.

Policy CD5 (CONSERVATION AREAS - REDEVELOPMENT) sets out the criteria against which new development in conservation areas will be assessed, and seeks to preserve or enhance their character and appearance.

Policy CD10 (NEW DEVELOPMENT - OBJECTIVE) encourages new development of the highest possible architectural and urban quality.

Policy CD11 (NEW DEVELOPMENT - GENERAL) sets out general design requirements for new development, and requires particular attention to be paid to main approach roads to the city centre.

Policy CD16 (NEW DEVELOPMENT IN VILLA AREAS) sets out the essential requirements of approved guidelines which seek to regulate the form and layout of new development in the garden grounds of villa properties.

Policy CD17 (MATERIALS) sets out requirements for materials in new developments and seeks a greater use of stone, roofing slate and other traditional materials in appropriate cases.

Policy CD19 (BUILDING ALTERATIONS) sets out requirements for the design, form, materials and positioning of alterations and extensions.

Policy H1 (HOUSING DEVELOPMENT) encourages the provision of new residential accommodation, in conjunction with other land uses if necessary to maintain the mixed use character, its locality, and sets out criteria for assessing development proposals in predominantly residential areas.

Policy H7 (HOUSING DIVERSITY) sets out policy objectives for achieving a mix of house types and sizes in new developments.

Policy GE13 (OPEN SPACE IN NEW HOUSING) sets out requirements for open space provision for major housing developments.

Policy T8 (CYCLE PARKING) requires new development to provide cycle parking facilities in accordance with agreed standards and on suitable sites to contribute to the network of safe routes.

Policy T15 (PRIVATE CAR PARKING) requires all new development to comply with car parking standards set out in the Development Control Handbook, including provision for people with disabilities, and requires car parking to be designed to minimise visual intrusion.

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

Non-statutory guidelines on 'OPEN SPACE REQUIREMENTS IN NEW DEVELOPMENT' set the required standards for open space provision. Non-statutory guidelines on 'VILLA AREAS AND THE GROUNDS OF VILLAS' provide guidance on development, to ensure the conservation and enhancement of villa areas.

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

3 Conclusions and Recommendations

Determining Issues

The determining issues are:

- Do the proposals enhance or preserve the character and appearance of the Conservation Area? There being a strong presumption against the granting of planning permission if this is not the case.
- Do the proposals comply with the development plan?
- If the proposals do comply with the development plan, are there any compelling reasons for not approving them?
- If the proposals do not comply with the development plan, are there any compelling reasons for approving them?

Assessment

In order to address the determining issues, Committee must consider whether a) the principle of the redevelopment of the site for a residential use is acceptable, b) the scale and design of the proposed development is appropriate to the site, of acceptable quality, and will preserve or enhance the character and appearance of the Craigmillar Park Conservation Area, c) the development will have any adverse impact upon the amenity of neighbouring occupiers, and d) the development will have any adverse impact upon road or pedestrian safety.

- a) Whilst there are a few institutional buildings within the vicinity and Cameron Toll Shopping Centre is adjacent to the site, the predominant surrounding land use is residential. Re-development of the site for residential use complies with the local plan land allocation and is therefore acceptable in principle.
- b) The character of the Craigmillar Park Conservation Area is summarised in the local plan as:

An area of late Victorian villas and terraces centred on a main arterial road with high traffic flows. The area has a predominantly residential character with few public or institutional buildings - the exception being the Suffolk Road Halls of Residence (1914) which comprise five two storey blocks arranged around a central green.

The southern boundary of the conservation area forms a clear visual boundary between the planned urban area of stone-built Georgian and Victorian houses in the city and the mixture of modern suburbs and commercial development to the south. The visitor entering the city by road is immediately aware of this boundary at the junction of Lady Road with Craigmillar Park which forms an important gateway.

The demolition of two unlisted villa buildings is proposed. Whilst these buildings do not harm the visual appearance of the area in themselves, the 1970s link building is unattractive, particularly when viewed from the east on Lady Road. An application for Conservation Area consent will be required for their demolition.

Although the proposals advocate complete demolition, the applicant has considered possible alternatives. Firstly, the retention of the existing buildings for conversion to hotel, offices or residential. Secondly, the demolition of the 1970s link building and refurbishment of the villas for residential use. The first option is considered by the applicant to be of marginal economic use where a pattern of continuous redevelopment would be anticipated. This argument appears to be supported by the history associated with this site. The second option is considered by the applicant to be uneconomical, as considerable costs would be associated with re-instatement of gables for what again would amount to a marginal return. Indeed it is likely that the redevelopment potential of the original villas would extend to four flats only. Notwithstanding this, the applicant is of the view that neither option would improve the current inadequacy of the existing buildings in addressing the important junction of Craigmillar Park/Lady Road.

It is recognised that the villas are of some historical importance, and that they form the southern boundary of the conservation area. However, both villas are clearly orientated to address Craigmillar Park. The villa at 43 Craigmillar Park was never built to address Lady Road, which at the time was considered a minor road. Today, where Craigmillar Park, Lady Road, and Liberton Road meet, the modern road network has created a major city junction. As a result, the significance of this building in terms of its urban context has diminished. A replacement building that addresses this gateway condition, yet does not harm the existing character and appearance of the conservation area, would be a more appropriate form of development.

The design of the new buildings respond positively to the context by providing a transition from the scale, general proportions and spacing of the villas on Craigmillar Park, rising to address the corner at the junction. The building then returns on Lady Road and uses projecting bays to break the height down again to address the existing buildings on Lady Road. Whilst specifically designed to address Craigmillar Park and Lady Road, the proposals positively address all boundary conditions. Although higher than surrounding buildings, the proposals will have no adverse impact upon strategic views into and out of the city. The three-dimensional images submitted with the proposals illustrate that the proposal sits comfortably within the site context and addresses the junction in a positive manner that reinforces the gateway condition. It is recognised that the materials used on the walls at the upper level contribute to a perception of excessive height. The applicant has been made aware of this and agreed to use a more suitable material. This can be controlled by condition.

The detailed design of the new buildings is contemporary in approach. The design produces a building that has a well-balanced hierarchy of surfaces and openings resulting in an attractive proposal. The projecting bays, separation of blocks at the junction, deep reveals at openings, recessed upper floor, and roof form are used to articulate the proposal and give it a strong three dimensional quality. The palette of materials consists of natural stone, render, and timber. These materials are considered to be of high quality, appropriate for the development, complementary to the contemporary design approach, and appropriate for use within this conservation area. The overall design of the new buildings therefore respects the context of the site at the same time as creating an individual design of merit. Accommodation will range from one to three bedroomed flats and therefore contribute to the mix within the locality.

The refurbishment of the villas at 37 and 39 is sensitive to the original form. The proposals will improve the character and setting of these villas by removing the unsympathetic extensions and improving their relationship with the street. The proposed extensions, whilst in a modern idiom, are compatible with the character of the original villa buildings and are acceptable. The use of high quality materials is proposed.

For developments within villa areas, Policy CD16 seeks to limit building coverage to 20% of the site area, allowing a further 20% for hardstanding. At present, 80% of the site is occupied by buildings and hardstanding. The proposed development will reduce this to 48%. Whilst 29% of the total site will be built upon, 52% of the site will be 'green.' Although this is below the 60% required by Policy CD16 and the non-statutory guideline 'Villa Areas and the Grounds of Villas,' it is a significant improvement. The area of 'green' garden ground within each of the villas at 37 and 39 Craigmillar Park for example will be increased by over 10%. The spatial character of this villa area will be improved by increasing available green space and the spacing between buildings. In addition it will provide a high quality living environment.

c) The proposals comply with non-statutory guidelines on 'Daylighting, Sunlight and Privacy.' Adequate separation distance is maintained between the new development and 1 Lady Road, which is the closest residential property to the development. There will be no adverse impact upon the amenity of neighbouring occupiers with regard to daylight and privacy.

d) With 100% parking for residents and some additional parking spaces for visitors, there will be no requirement for on street parking. Vehicular access/egress for the properties at 37 and 39 Craigmillar Park will be from a side road and not Craigmillar Park. Access/egress for the rest of the development will be directly onto the Lady Road one way system as at present. Recent junction improvements at Lady Road/Craigmillar Park mean that traffic entering or leaving this part of the development must use the east bound carriageway. As a result, there will be no adverse impact upon road or pedestrian safety. Adequate covered cycle parking is provided within the development.

The proposed route of the planned Tram 3 passes the site on Craigmillar Park. In the consultation document for Tram 3, a tram stop has been indicated within the application site boundary. Although this proposed stop is not included within this application, the development will not prejudice the proposed route. The applicant has acknowledged that it is proposed to provide a stop in this location and is relatively flexible regarding its exact location. However, any encroachment into the site would have an adverse impact upon the streetscape as it would involve the loss of an original boundary wall. The tram stop could equally be provided on the existing pavement, out with the site boundary, in a similar manner to the other stops along Craigmillar Park.

Subject to conditions, Transport Planning (Development Control) has no objection.

In conclusion, the case for demolition of two original villa properties is accepted. Their restoration would be costly and uneconomical. The existing buildings at 41 to 43 Craigmillar Park do not make a positive contribution to the conservation area and fail to address the important junction of Lady Road/Craigmillar Park. The proposed redevelopment of the site introduces a contemporary architectural solution of the highest quality that will reflect the spatial character of the conservation area and will enhance this important gateway into the city. The amended scheme

addresses the RFAC criticisms of the original site layout and disposition of buildings in relation to the streets. Their concerns about the height remain, although they acknowledge that some reduction has been made. However, it is considered that on this promment, lower site, an increase in height departing from the general pattern in the area, is desirable in townscape terms. There will be no adverse impact upon the amenity of neighbouring occupiers or upon road safety.

It is recommended that Committee approves this application, subject to the conditions stated.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

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Ward affected 49 -Newington

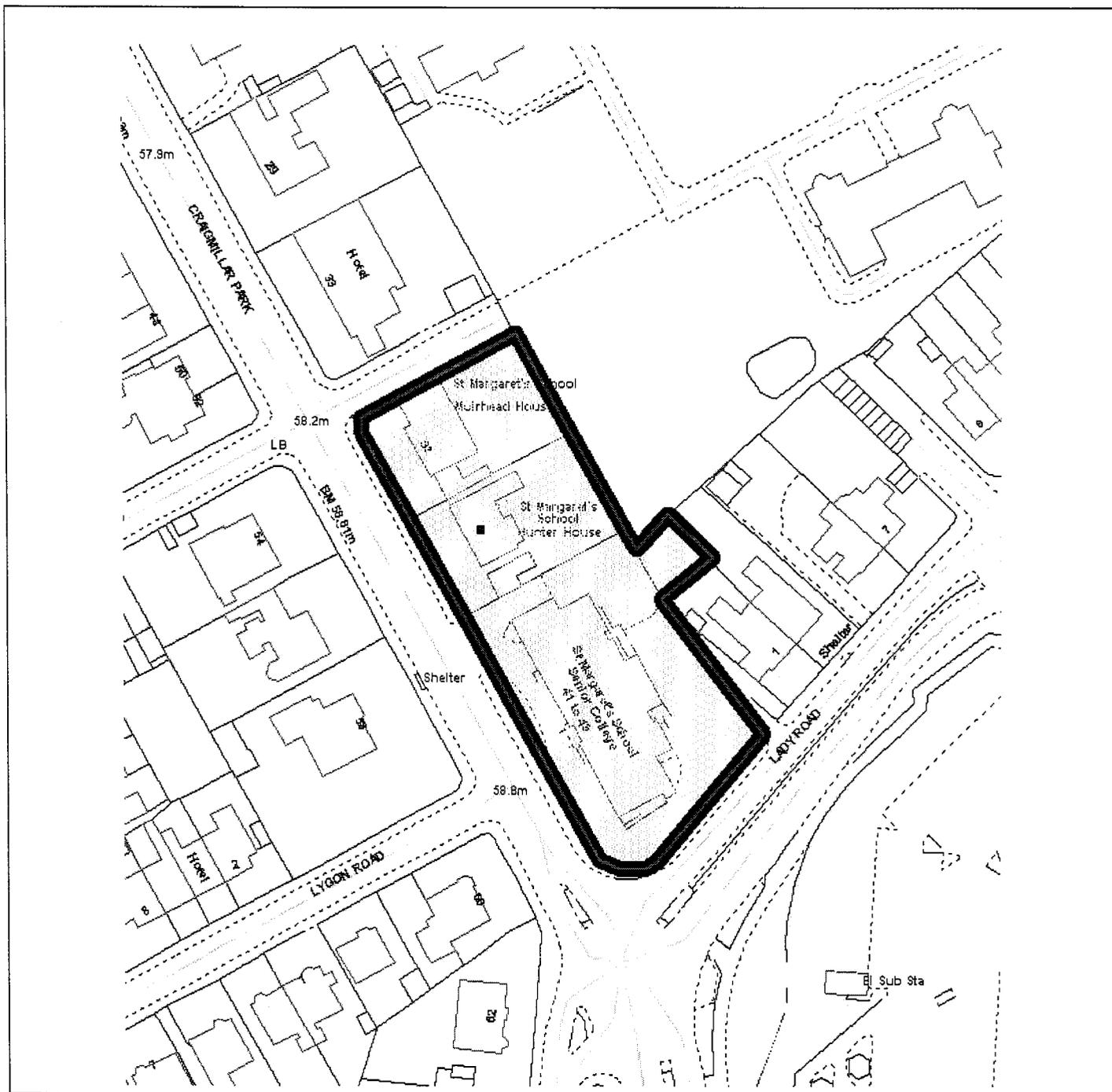
Local Plan Central Edinburgh

**Statutory Development
Plan Provision** Housing and Compatible Uses

File AF

Date registered 10 September 2003

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Scheme** 24-48



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PLANNING APPLICATION

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