

# Planning Committee

2.00pm, Wednesday, 12 December, 2018

## Powderhall Place Brief

Item number	7.1
Report number	
Executive/routine	
Wards	Leith Walk
Council Commitments	<a href="#">1</a> , <a href="#">11</a> , and <a href="#">15</a>

### Executive Summary

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This report seeks approval of a place brief to guide housing-led mixed use development on land at Powderhall which includes the site of the former waste transfer station and adjacent bowling greens and listed stables block. It has been prepared collaboratively by various Council services and has involved extensive engagement with the local community and other stakeholders.

## Powderhall Place Brief

### 1. Recommendations

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- 1.1 It is recommended that Committee approves the appended place brief for the site of the former waste transfer station, stables block and bowling greens at Powderhall as non-statutory planning guidance.

### 2. Background

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- 2.1 The Powderhall waste transfer station was closed in late 2016 due to equipment failures and drainage issues.
- 2.2 On 23 March 2017, the Finance and Resources Committee approved the transfer of the redundant waste transfer station to the Housing Revenue Account to accelerate the delivery of housing led regeneration on brownfield sites.
- 2.3 The development regeneration site has been expanded to include the former bowling greens to the south west and a listed stables block to the south east of the waste transfer station.
- 2.4 On [14 January 2014](#), Transport and Environment Committee agreed to reduce the number of bowling greens in the city. The bowling greens at Powderhall were reduced in number, with two of the three greens being used by adjacent Broughton Primary School and after school clubs. The rear bowling green is no longer in use. Alternative uses for the greens were to be considered.
- 2.5 On 19 February 2018, the North East Locality Committee agreed that developing a walking/cycling route along the old Powderhall Rail Line would contribute positively to the active travel infrastructure in North East Edinburgh, and the feasibility of this should be explored. It also agreed that officers would meet with Network Rail, the Powderhall Railway Path Working Group, Sustrans and any relevant stakeholders.
- 2.6 On [14 August 2018](#), Education, Children and Families Committee approved a Capital Investment Plan for the expansion of Early Learning and Childcare from 600 to 1140 hours by 2020. This is to include a replacement nursery class for Broughton Primary School and has the potential to deliver a joint project with Housing Development comprising early years and affordable housing on the Powderhall waste transfer station site and adjacent bowling greens.
- 2.6 The Council's Housing Service appointed Collective Architecture in October 2017 to develop proposals for housing- led mixed use redevelopment of the site. An

extensive consultation programme with community groups, stakeholders, community councils, interested parties and the local community was an integral part of this appointment.

### **3. Main report**

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#### **Planning Context**

- 3.1 The site lies between Broughton Road to the south and the Water of Leith to the north. The site is bounded by the former goods railway line to the east and Redbraes Park beyond. To the west of the site, there is existing housing.
- 3.2 The development site is comprised of a former waste transfer facility, a category B listed stable block and three former bowling greens (see Plan 1 – Site Context).
- 3.3 In the Edinburgh Local Development Plan (LDP), the part of the site which is occupied by the waste transfer facility is safeguarded for that use. Since the adoption of the LDP, discussions have been ongoing between Scottish Environmental Protection Agency (SEPA) and the Council about the future use of the site. SEPA has confirmed that it has no objection to the LDP safeguarding being removed as the waste transfer use has been discontinued since 2016 and is surrounded by housing. This change will be progressed in the forthcoming LDP review.
- 3.4 The three bowling greens to the west of the site are designated in the LDP as open space. These are not used as bowling greens but the two to the south east are currently used by Broughton Primary School and after- school clubs through an informal arrangement for sports and recreation. LDP Policies Env18 and Env19 will apply to future proposals.
- 3.5 There are a number of design policies in the LDP relevant to the preparation of this brief. In particular Des 1 Design Quality and Context, Des 2 Co-ordinated Development, Des 5 Development Design – Amenity, Des 7 Layout Design and Des 8 Public Realm and Landscape Design.
- 3.6 The creation of good places is a key strand of Scottish Government planning policy, set out in the following documents – Designing Places, Creating Places and Designing Streets. In December 2015, The Scottish Government, NHS Scotland and Architecture and Design Scotland (A&DS) launched the Place Standard assessment tool to support the delivery of high quality place around Scotland.
- 3.7 The Powderhall Place Brief is a further opportunity to deliver the placemaking agenda in the urban context. It also involves the use of the place standard assessment tool in an appropriate form to help capture community aspirations.

#### **Preparation of the Brief**

- 3.8 The Powderhall Place Brief is the outcome of joint working between a number of council services. There has been valuable input from the local community, parents

of Broughton Primary School, Community Councils and other stakeholders in the Powderhall area.

- 3.9 The main period of engagement took place in June and August. Two community drop-in events were held each consisting of two day events. Details of these events are provided at Section 9 of this report. The Place Standard Assessment Tool was used as the basis of a questionnaire to gather views from the local community. A record of the issues raised during the community engagement events is provided in the Report of Consultation document [https://consultationhub.edinburgh.gov.uk/sfc/powderhall/user\\_uploads/181114\\_powderhall\\_consultation\\_reporta\\_print\\_redacted.pdf](https://consultationhub.edinburgh.gov.uk/sfc/powderhall/user_uploads/181114_powderhall_consultation_reporta_print_redacted.pdf)
- 3.10 The Report of Consultation includes the consultation responses from other service areas. Some of the main points raised by the community and other stakeholders include:
- 3.10.1 Focus on affordable (social and mid-market rented) housing;
  - 3.10.2 Spaces to meet/socialise/work/play and enjoy;
  - 3.10.3 Mixed tenure homes for a range of households, including young couples, family and elderly housing;
  - 3.10.4 Promotion of active travel and reduction in the reliance on car use/ownership;
  - 3.10.5 Retention and enhancement of the amenity provided by the bowling greens;
  - 3.10.6 Improvement and increase in the pedestrian and cycle links to the surrounding parks from Broughton Road; and
  - 3.10.7 Encouragement of spaces for small start-up businesses/creative spaces/workshops/studios.
- 3.11 A consultee user meeting was held with other Council services and external stakeholders who have an interest in issues affecting the site or the wider area. As a result of these meetings, some important issues have been identified. The Council's Housing Service has started conversations with relevant parties to progress these matters prior to submission of planning applications:
- 3.11.1 The Council's Active Travel team and Network Rail about the potential of the former railway line to the east of the site being re-opened for cyclists;
  - 3.11.2 The Council's Active Travel team about junction improvement at the corner of McDonald Road and Broughton Road;
  - 3.11.3 Lothian Buses regarding the number and frequency of bus services along Pilrig and Broughton Road;
  - 3.11.4 Broughton Primary School Teachers and Parents Council about play areas, traffic control and use of the bowling greens;
  - 3.11.5 Sportscotland about the future use of former bowling greens in the area;
  - 3.11.6 North East Locality teams and Local Ward Councillors to ensure ongoing involvement in the redevelopment of this brownfield site;

- 3.11.7 New Town and Broughton Community Council and Leith Central Community Council to discuss detailed matters such as parking, accessibility, enhancing green space and potential community uses for the stable block;
  - 3.11.8 Water of Leith Conservation Trust about the setting of the Water of Leith and its relationship with the proposals;
  - 3.11.9 Living Streets Edinburgh Group on the cycle and footpath connections helping the site and surrounding area to be more permeable; and
  - 3.11.10 Edinburgh Access Panel regarding the quality of shared spaces and accessibility of buildings.
- 3.12 There is considerable public support for a housing-led mixed use development on this site. The comments made have informed the preparation of the place brief and will help inform proposals at the application stage. Comments which relate to non-planning matters have also been recorded and the Consultation Report can be used to feed into local community planning processes.

#### **The Powderhall Place Brief**

- 3.13 The format of the brief is based on the six qualities of successful places set out in the Scottish Government document 'Creating Places':
- 3.13.1 Distinctive;
  - 3.13.2 Safe and pleasant;
  - 3.13.3 Easy to move around;
  - 3.13.4 Welcoming;
  - 3.13.5 Adaptable; and
  - 3.13.6 Resource efficient.
- 3.14 For each of these six qualities, the brief includes design and placemaking principles for the Powderhall site. Future planning applications will be expected to address these principles to ensure that development helps to create a good place. Once approved, the brief will have the status of non-statutory planning guidance and will be a material consideration in the determination of relevant planning applications. The brief and the consultation report can also be used by other Council services and Locality partners to inform decisions on investment priorities and other actions.

#### **Next Steps**

- 3.15 The local community and other stakeholders will have further opportunity to comment on the proposals at both Proposal for Application Notice (PAN) and planning application stage.

- 3.16 The Council intends to submit a PAN in 2019 for a housing led mixed use development on the footprint of the former waste transfer station (Area 1). This will be followed up by a detailed planning application no earlier than 12 weeks after the PAN submission.
- 3.17 It is anticipated that separate applications for planning permission and listed building consent will be submitted by the Council for the stable block (Area 3) early in 2019. The potential uses are workspaces, event space and community uses and is subject to funding availability.
- 3.18 The Council intends to submit a separate planning application for the site of the former bowling greens (Area 2) in early 2019. Potential uses include a nursery for Broughton Primary School and the wider area, housing for the elderly, affordable family and useable green space.
- 3.19 The brief states that individual applications should be accompanied by an indicative master plan for the whole site submitted as supporting information. This will provide a comprehensive approach to redevelopment and place-making and ensure that proposals for the application site do not compromise the effective development of neighbouring sites. It also allows for opportunities and potential improvements in the wider area to be considered.

#### **4. Measures of success**

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- 4.1 The creation of an attractive and accessible housing-led mixed use development on the Powderhall site which will enhance the area through the provision of a range of house types, employment opportunities, cultural activities and the promotion of active travel.

#### **5. Financial impact**

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- 5.1 This project, as part of the Placemaking Agenda, is being delivered collaboratively by the Council's Housing and Planning Services. Existing staff resources are being used and external costs are being incurred by the design consultants. These costs are being met from Housing Revenue Account, Communities and Families and Economic Development budgets. Approval of this place brief will not result in any further financial impact.

#### **6. Risk, policy, compliance and governance impact**

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- 6.1 There are no significant risks associated with approval of the report as recommended. The content of the place brief generally conforms with the policies of the LDP. Future planning applications will be assessed in detail in terms of compliance with relevant policies.

## **7. Equalities impact**

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- 7.1 The aim of developing a Placemaking Agenda, is to enhance the quality of an area and improve the ability of the community to participate and influence their environment. This report applies these aims to the Powderhall site. It has the potential to improve the quality of life and help the community be more sustainable. An Integrated Impact Assessment (IIA) checklist will be completed at the Proposal of Application Notice (PAN) stage. This will determine whether an IIA is required for the full planning application.

## **8. Sustainability impact**

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- 8.1 The Place Brief incorporates principles under the Placemaking criteria of resource efficient. This criteria includes principles which encourages the use of creative SUDS solutions, innovative hard and soft landscaping measures and high quality, sustainable materials to be used in construction.

## **9. Consultation and engagement**

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- 9.1 A number of engagement activities took place in the local community in June and August 2018. These were led by Housing Services with the involvement of Council officers from Planning, Economic Development, Communities and Families and Development and Regeneration. Two stages of drop-in events were organised to obtain the views of the local community. There were two dates for each stage in two different venues to maximise opportunities for local people to attend.
- 9.2 The first community events were held on 26 and 27 June 2018 in McDonald Road Library and Broughton Primary School. The objective of this initial consultation was to gain an understanding of the local area and identify what potential opportunities the site could provide. Discussions were held around a contextual site model and presentation boards showing research and analysis of the area. The local community groups had the opportunity to share their opinions, knowledge and experience in relation to the site and consider the constraints and opportunities these might bring. Their insights were formally recorded through the use of the Place Standard Tool and a questionnaire which focused on the qualities of the wider area. On both days in June, an estimated 250 people contributed to the consultation, of which 92 people filled out either the Place Standard Tool, a questionnaire or both.

- 9.3 The second stage of community events were held on the 27 and 28 August 2018 in McDonald Library and Drummond High School. Representatives from the Council met members of the local community to present results and analysis from the feedback gathered at the previous consultations. Attendees were asked to consider the types of uses which might be appropriate for the site, and how these might be arranged. A blank site plan and key were provided, allowing respondents to select uses without being prompted or limited. These were coloured in, sketched over and written on, providing a collection of land use plans which were varied in terms of uses and detail.
- 9.4 Over both days in August, an estimated 130 people contributed to the consultation, of which 65 people either completed the questionnaire, the land-use plan or both.
- 9.5 Further opportunity for individuals and community groups was offered through the online consultation portal which allowed people unable to attend events to view information and provide comments. Seventy questionnaires were received via the online portal.
- 9.6 A final event was also held on the 24 October 2018 in Broughton Primary School to provide feedback to the community on its response (“what you told us”) and discuss next steps. Around 150 people attended.
- 9.7 The discussions which took place at the community events and the online comments informed the contents of the place brief. There will be an opportunity for further consultation and engagement at the Proposal of Application Notice (PAN) and planning application stages. The outcomes of the engagement activities set out in the Consultation Report can be used to inform other projects and proposals in the wider area.

## 10. Background reading/external references

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- 10.1 [Accelerating Housing Delivery and Brownfield Regeneration 23 January 2017. Finance and Resources Committee](#)
- 10.2 [Public Bowling Greens 14 January 2014. Transport and Environment Committee.](#)
- 10.3 [Expansion of Early Learning and Childcare from 600-1140 hours by 2020. 14 August 2018 Education Children and Families Committee.](#)

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## 11. Appendices

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Appendix 1 - Powderhall Place Brief

## Appendix 1

### POWDERHALL PLACE BRIEF

#### Contents

- 1.0 Purpose
- 2.0 Location and Proposal
- 3.0 Vision and Aim
- 4.0 Placemaking Principles
- 5.0 Conclusion.

Plan 1 – Site context

Plan 2- Development principles.

#### 1.0 Purpose

1.1 A Place Brief is a set of high level principles which shape the future development of a site. The brief has a place-based approach and incorporates the views and aspirations of the local community. The format of the brief is innovative in as much as it specifically addresses the six placemaking criteria underpinning the Scottish Government policy documents: Designing Places, Creating Places and Designing Streets. The six criteria are:

- Distinctive;
- Easy to move around and beyond;
- Safe and pleasant;
- Welcoming;
- Adaptable;
- Resource efficient.

1.2 The process involved two stages: firstly, the gathering of community views – using a Place Standard exercise. Secondly, the brief has been written around the six placemaking criteria and incorporates the outputs from the first stage.

1.3 This brief has been prepared collaboratively by the Council with considerable input from the local community and other stakeholders. Comments submitted during and following community engagement events have been recorded and can be viewed at the following link

[https://consultationhub.edinburgh.gov.uk/sfc/powderhall/user\\_uploads/181114\\_powderhall\\_consultation\\_reporta\\_print\\_redacted.pdf](https://consultationhub.edinburgh.gov.uk/sfc/powderhall/user_uploads/181114_powderhall_consultation_reporta_print_redacted.pdf)

1.4 The Place Brief constitutes non-statutory planning guidance. It will be used to develop future proposals for a housing –led mixed use redevelopment site at, and adjacent to, the former waste transfer station at Powderhall and, as a material consideration, in determining future planning applications. Applications will also be judged against the policies in the Local Development Plan in the normal way.

#### 2.0 Location and Proposal

2.1 This Place Brief has been prepared to guide the redevelopment of the former waste transfer station, stable block and bowling greens at Powderhall for a mixed tenure housing –led mixed use development (see plan 1). The brief relates to the main development site which

comprises the former footprint of the waste transfer station and the three former bowling greens to the south west.

2.2 Consideration has also been given to the wider development area to promote good placemaking beyond the site boundary and ensure good connectivity with the surrounding area particularly in terms of active travel. In response to issues that have arisen through the preparation of the brief, the Council has started discussions on the following:

- Negotiations with Network Rail to achieve the re-opening of the former railway line to the east of the site for cyclists and pedestrians. This would connect with the strategic city cycle network to the south east and Water of Leith Walkway to the north;
- Improvement of the Water of Leith Walkway to the north of the site to enhance the experience for cyclists and pedestrians;
- Maximising the use of Redbraes Park to the east of the site with the co-operation of other Council services;
- Reducing potential conflict between traffic and cyclists/pedestrians at the junction of McDonald Road and Broughton Road.

### **3.0 Vision and Aim**

3.1 The vision for the site is a housing- led mixed use, mixed tenure development which will contribute to the regeneration of the wider area through the provision of affordable, elderly and family housing, amenity greenspace, nursery facilities and flexible employment space. The redevelopment of the site will also provide permeability for the community through cycle and footpaths and will offer connections to the greenspaces and parks beyond. The aim of the place brief is to set high level development principles to help realise this vision.

3.2 Bringing the stable block back into use and provision of a nursery should be integral parts of the development proposals.

3.3 A further aim of this place brief is to consider the relationship between the development site and the wider area. The brief identifies opportunities to enhance the setting of the housing – led mixed use site and improve linkages between it and the wider area, particularly in terms of active travel.

### **4.0 Placemaking Principles**

4.1 Proposals should accord with relevant policies in the Edinburgh Local Development Plan and where possible meet the quality aspirations and standards set out in the Edinburgh Design Guidance. More specifically, the following principles should be used to guide future development within the site. Where possible, these principles have been illustrated on Plan 2.

4.2 Individual planning applications should be accompanied by an indicative master plan for the whole site submitted as supporting information. This is required to demonstrate a comprehensive approach to redevelopment and ensure that development on the application site does not compromise the redevelopment of adjacent sites.

### **4.3 Distinctive**

#### **Area 1**

- Area 1 should include the following land uses:
  - Mixed tenure housing and associated open space;
  - Community open space adjacent to the proposed vehicular access.
- Key views from Area 1 should be identified through a site analysis submitted as part of a supporting Design Statement. For example the north and east elevations could take advantage of views towards the Water of Leith and Redbraes Park respectively.

#### **Area 2**

- Area 2 should include the following land uses:
  - Nursery;
  - Housing for the elderly;
  - Affordable family housing;
  - Green space.
- A strong built frontage should be created in Area 2 along Broughton Road.

#### **Area 3**

- Area 3 includes the former stable block, in the south eastern corner of the site. It is B listed and is important to the heritage of the area. Consideration should be given to its future use as workspace/event space with potential community uses.

#### **Whole site**

- Key views from the site should be identified through a site analysis submitted as part of a supporting Design Statement. For example the north and east elevations could take advantage of views towards the Water of Leith and Redbraes Park respectively.
- Building heights of surrounding properties vary. There are five storey flats to the north west of the site on Powderhall Road and a mix of five storey flats and two storey terraced houses to the south east on Broughton Road. The development site slopes down, northwards towards the Water of Leith. Building heights should address the change in levels across the site and could increase to eight storeys where the land dips, subject to detailed analysis.
- Ecological understanding of the site, particularly in relation to the Water of Leith and its context, should inform the design.

### **4.4 Easy to Move Around and Beyond**

- Vehicular access can only be taken off Broughton Road.
- Strong pedestrian/cycle links should be made east-west through the site. The links should connect Powderhall Road to the west of the site with potential to link with the strategic cycle link / Redbraes Park to the east.
- The existing footpath/ cycle link connecting Broughton Road with St Marks Park which runs through the site from north to south must be retained.
- An appropriate car and cycle parking strategy should be agreed with the Council. Over-provision of car parking should be avoided in the interests of promoting accessibility by walking, cycling and use of public transport. Opportunities for car and cycle club provision should be explored.

- Proposals should address change in ground levels at the south and west of the site to ensure permeability through the site and encourage active travel.

#### **4.5 Safe and Pleasant**

- Proposals should enhance the character of Broughton Road.
- All pedestrian routes and cycle paths should be clearly defined.
- Natural surveillance of public routes should be incorporated.
- All footpaths leading to the site and connecting through the site should be sufficient width, well lit with frequent points of access.
- Design of the site should adhere to Secured by Design principles.
- A simple pallet of high quality materials should be used for the buildings and external spaces.

#### **4.6 Welcoming**

- An entrance statement on Broughton Road should mark the main vehicular access to the site with appropriate landscaping and signage.
- The buildings should be designed and orientated to take advantage of views from the site.
- Servicing arrangements, where appropriate, should be unobtrusive and not compromise the pedestrian/cycling experience.
- Any planting should provide seasonal interest and maximise biodiversity. The design of the edges of the site should be carefully considered to create a positive experience.

#### **4.7 Adaptable**

- The mixed use development should incorporate non-residential space for use by the wider community.
- Homes and spaces for all ages and abilities should be created.
- Green space should be retained at the south west of the site in Area 2 which can be used by Broughton Primary School and the wider community. The exact location, size and nature of the green space to be defined, through the planning application process in consultation with the community and local groups.

#### **4.8 Resource Efficient**

- The design of the building and materials used in construction should be sustainable. Innovative creative SUDs solutions within the hard and soft landscaping should be designed.
- Good quality hard and soft landscape materials and features should be specified throughout the public realm to minimise the need for replacement in the long term.
- It is intended that the new homes will be built to all aspects of Silver standard, an improved/higher level of sustainability than currently required under the current building regulations.
- An energy strategy should be designed to deliver the most appropriate efficient, carbon saving, quality and cost-saving solution for tenants and building users.
- Opportunities should be created for involving tenants and the local community to manage green or growing spaces.

#### **5.0 Conclusion**

The Powderhall Place Brief has been prepared following extensive community and stakeholder engagement. It represents the first step towards redevelopment of the site with further opportunity for engagement and comment through the planning application stages. The principles in the brief will be used to guide future development proposals and will be a material consideration in the determination of relevant planning applications.



PLAN 1 SITE CONTEXT  
POWDERHALL PLACE BRIEF



St Mark's Park

Redbraes Park

Water Of Leith Walkway  
Local Nature Conservation Area

Former Waste  
Transfer Station

Former Railway Line

Former Stable  
Block - Listed

Powderhall Road

Former Bowling  
Greens

Broughton Road

Broughton Primary  
School

McDonald Road

- Place Brief
- Development Site
- Existing Footpath/  
Cycle Path
- Bus Stops
- Shops



# PLAN 2 DEVELOPMENT PRINCIPLES

## POWDERHALL PLACE BRIEF

 Place Brief  
Development Site

 Existing Footpath/  
Cycle Path

**AREA 1**  
Proposed Uses  
mixed tenure housing &  
open space.


**AREA 2**  
Proposed Uses  
• Nursery  
• Housing for elderly  
• Affordable family housing  
• Green space.

**AREA 3**  
Proposed Uses  
Workspaces/event spaces/  
potential community uses.

 Indicative location of  
community open space.

 Vehicular access

 Proposed footpath/  
cyclepath.

 Opportunity to enhance  
character of Broughton Rd

