



Case reference	NOD-EDB-003
Application details	Edinburgh International Business gateway (IBG) Phase 1
Site address	Land 160 metres North of 2 Eastfield Road, Edinburgh
Applicant	The IBG Stakeholders (New Ingliston Ltd; Murray Estates Lothian Ltd; FSH Airport Edinburgh Services Limited (comprising Frogmore Property and Salmon Harvester Properties Limited).
Determining Authority	The City of Edinburgh Council
Local Authority Area	The City of Edinburgh Council
Reason(s) for notification	Direction
Representations	6
Date notified to Ministers	12 June 2019 but not fully documented until 13 June 2019.
Date of recommendation	06 September 2019
Decision / recommendation	Call in.

Description of Proposal and Site:

- This application seeks planning permission in principle for a business led, mixed use development as an initial phase of the Edinburgh International Gateway (IBG). The proposals include business and employment uses; residential uses for around 396 housing units; hotels and ancillary uses including retail, financial and professional services, food and drink, non-residential institutions, assembly and leisure; and associated works including car parking, servicing, access and public realm.
- The site is 36.7 Ha. and is bound by Eastfield Road to the West, adjoining the existing Ingliston Park and Ride Tram Station; the A8 Glasgow Road to the South; A hotel, the Gogar Burn, and the Airport to the North; and by open grassland to the east.
- The IBG would be accessed from two points. The first access would be directly via the existing junction from the dumbbells roundabout that serves the existing Ingliston Park and Ride site. The second access would be from further north on Eastfield Road.
- The existing Airport Park and Ride, and tram halt and bus stops serving it, are located within the site. The Park and Ride site does not form a part of the application, and the Council is not an applicant. The future potential redevelopment of the park and ride site has been considered in the master planning for the development subject to this application. Were the Park and Ride site to be

proposed for redevelopment in future, then that would first require to be subject to a further separate planning application.

EIA Development:

- The proposal fits the description of an urban development project under 10(b) of the table in Schedule 2, and is over the size of the threshold.
- An Environmental Impact Assessment was undertaken in 2015, and the application was accompanied by an Environmental Statement.
- The West Edinburgh Transport Study (WETS) was superseded by the West Edinburgh Transport Assessment (WETA). As a result of technical matters in relation to transport arising from WETA, City of Edinburgh Council (CEC) requested additional environmental information. A Supplementary Environmental information Report was prepared on Air Quality and on Noise and Vibration.
- CEC are content that adequate Environmental information was available to inform their assessment.
- The consideration of EIA requirements by CEC is acceptable.

Consultations and Representations:

- SEPA withdrew their objection on flood risk grounds, but maintained an objection on drainage grounds. This outstanding objection did not trigger notification to Scottish Ministers.
- Edinburgh Airport Ltd. wrote to PAD following notification of the planning application to Scottish Ministers, requesting that the application be called-in due to the lack of a standalone Transport Assessment for the development.

Assessment:

1. The site is included within the area subject to the [West Edinburgh Direction 2016](#), which requires that any application for major development which includes residential, must be notified to Scottish Ministers. The Direction was given in view of the national importance of West Edinburgh, which is identified in the National Planning Framework 3 (NPF3) as a significant location for investment, with Edinburgh Airport, the National Showground and the International Business gateway.

Policy Context – NPF, SDP, LDP

2. The Third National Planning Framework sets out that strategic enhancement of all five of Scotland's major airports is supported as a national development, and the NPF supports the creation of an International Business Gateway to the west of Edinburgh. NPF sets out that development here will require continued co-ordination and planning to achieve a successful business-led city extension which fulfils its potential for international investment, new jobs and high quality of place. National development status also reflects the role of airports as hubs for wider investment and business development.
3. Scottish Ministers have refused the proposed SESplan2. The rejected SESplan 2 noted that the IBG formed part of the West Edinburgh Business Cluster (along with the Airport, National Showground, Edinburgh Park, South Gyle and

Gogarburn) and identified opportunities presented by growing this cluster of existing and emerging developments to the west of Edinburgh, with a strong focus on business and financial services supported by mixed-uses including conference facilities and tourism.

4. The approved Strategic Development Plan (SESplan, June 2013), which remains in place, sets out that the West Edinburgh Strategic Development area is an attractive location for inward investment and as well as airport expansion proposals includes the development of a new multi-modal station at Gogar (now constructed), the relocation of the Royal Highland Centre, the creation of an International Business Gateway (IBG) and the resolution of the Gogar Burn flooding issues.
5. The current application site lies within the 136 ha. allocation in the Edinburgh Local Development Plan 2016 as a Special Economic Area (International Business Gateway) (Emp 6). The West Edinburgh Strategic Design Framework (May 2010) sets out strategic design principles for the IBG site, and for the adjoining sites in West Edinburgh.
6. Overall the principle of the proposed development is supported by the development plan position.

Transport issues

7. CEC have considered transport impacts and a number of transport studies related to the site. The West Edinburgh Transport Study (WETS) was originally submitted in support of the application in December 2015. However, CEC Roads Authority expressed concerns that this study did not adequately consider traffic impacts arising from airport growth, with a significant disparity in cost associated with transport mitigation. In view of this, the Roads Authority recommended that the application was continued in order to further examine the assumptions of the WETS study and the original WETA (West Edinburgh Transport Appraisal) Study prepared in 2010. The original WETA study was subject to a refresh (Jacobs, December 2016) and considers the wider impacts of traffic in the West Edinburgh area. It accounts for other developments in its modelling, including the housing sites at Cammo, West Craigs, the Garden District site at Millburn Tower; Ratho Station; office development at Edinburgh Park, RBS; Fairview Mill; Industrial Development at Turnhouse; and the Hampton and Moxy hotels developed at the Airport. Further to the approval of the WETA Refresh Study, (2016) a Transportation Assessment Addendum was submitted by the applicant in February 2018. The Council had concerns that this did not adequately explain the transport mitigation to be delivered in conjunction with the development of the site. Subsequently a Transport Technical Note, was submitted 30 October 2018. This provided confirmation of the strategic transport package to be delivered as part of the development and a clear strategy relating to active travel.
8. Edinburgh Airport Limited (EAL) has objected to the development on transport grounds due to the absence of a detailed transport assessment for the development. The main vehicular access to Edinburgh Airport is via Eastfield Road, which EAL states is already congested at peak times causing significant delays with a consequent constraining effect on airport growth. One of two primary

access points to the proposed development is also from Eastfield Road.. EAL consider that the WETS/WETA work undertaken is predominantly strategic in nature. The WETA refresh is a package of infrastructure measures to accommodate committed development in West Edinburgh when all of the development and mitigation is in situ including a new access road from Gogar Roundabout serving West Edinburgh, including Edinburgh Airport. EAL highlight that a standalone compliant transport assessment is required to assess and model the impact of the IBG traffic flows on the Eastfield road corridor and the Glasgow A8 interchange as required by para 10.5 of the WETA refresh and the LDP. Overall EAL is of the view that a detailed transport assessment would ensure the transport impacts of the IBG are fully understood and that suitable mitigation is provided.

9. In response, CEC considered that strategic traffic modelling has been prepared as part of the WETA Refresh Study, that strategic transport issues have been considered through the Transport Technical Note prepared by the applicant, and that given the proposed long term build-out of the IBG site, it is not possible to fully predict the transport impacts associated with the development. CEC comment that modelling of traffic and transport impacts in the absence of definitive balance of uses would not be certain, however the WETA refresh undertaken provided some further detail on which decisions on planning applications can be more soundly based.
10. CEC state that a number of specific infrastructure improvements relating to the application site would be delivered in conjunction with IBG phase 1. These would be funded through developer contributions and implemented by the applicant with conditions to secure delivery prior to occupation of the first building on the site. These include: dualling the Eastfield Road with cycle/pedestrian provision and bus priority measures; upgrading the dumbbells roundabout; and delivering the A8 North side cycle route between the Eastfield Road dumbbells junction and RBS Gogarburn, promoting active travel. CEC consider that these works benefit the operation of the local road network contributing to sustainable transport options for the IBG. CEC also note that the Gogar Link Road would be delivered in conjunction with the development and will help mitigate against adverse traffic impacts.
11. In terms of transport contributions, the total capital value of West Edinburgh LDP Action Programme items is £86.16 million (WETA). IBG Phase 1 will contribute 9.77% of the total AM and PM peak period trip generation of the developments in West Edinburgh and would make a proportionate contribution.
12. CEC considers that the proposed package of transport interventions is appropriate to the scale of the IBG Phase 1 development. CEC considers the enhancement of Eastfield Road not only creates an appropriate setting for the business gateway, but will also secure access improvements to the principal route leading to Edinburgh Airport and complement the proposed development of the Gogar Link Road.
13. It is noted that Transport Scotland (T.S.) was not a consultee on the planning application, Eastfield and Glasgow Roads not being part of the Trunk Road Network. However, TS was involved in elements of strategic transport work, and present at the West Edinburgh Partnership meetings.

Flooding and Drainage issues

14. Part of the Gogar Burn within the application site is identified in the LDP as an area for flood risk management. Flooding and drainage matters were considered by SEPA. We note that SEPA's objection on flooding grounds was withdrawn, whilst the objection on drainage grounds was maintained, but that this drainage objection did not trigger notification to Ministers. The Masterplan sets out a sustainable urban drainage strategy, with further detail contained within the Environmental Statement. Planning conditions are proposed in respect of a requirement for further details on Common SUDS and Flood Management Infrastructure (Condition 1), Surface water management plan and sustainable Drainage Scheme (Condition 8(f)), Surface water flow paths and drainage strategy (Condition 13), Soft and Water Landscaping Scheme (Condition 17), and a Sustainable Urban Drainage Scheme (Condition 18).

Housing

15. Conditions 4, 5 and 6 will address the final balance of uses that can be provided within the completed development, while maintaining the primacy of the business use. Condition 4 ensures that class 4 business units make up 58% of the development floor space, and sets a limit on the maximum floor space for the hotel use. The maximum number of residential units would be 396 which represents 21% of the development quantum for phase one of the IBG. This would include 25% (99 units) onsite affordable housing units to be secured through a legal agreement.

Conclusion

16. The proposed development of the IBG in the West of Edinburgh is supported by the allocation of the site in the adopted development plan, and is consistent with the designation of the site within NPF3. The business led development is proposed by the Council for approval, subject to conditions to ensure that primacy of business uses is maintained while being supported by a mix of other uses, including residential. It is proposed that transport issues be mitigated through conditions and costs for required transport infrastructure would be secured through planning obligation.
17. However, given the concerns raised regarding transport impacts on the local road network and the national importance of West Edinburgh, it is considered that this case raises issues that require consideration at a national level. It is considered that the application requires further scrutiny in terms of the proposed transport and access measures, including the mitigation proposals to ensure that the impacts and effects upon West Edinburgh and Edinburgh Airport are fully considered.

Decision/Recommendation:

Call in.

Figure 1 - Relevant extract from the West Edinburgh Design Framework - Figure 4, The vision for West Edinburgh © The City of Edinburgh Council



Figure 2 - Illustrative Rendering of Tram Corridor ©7N Architects

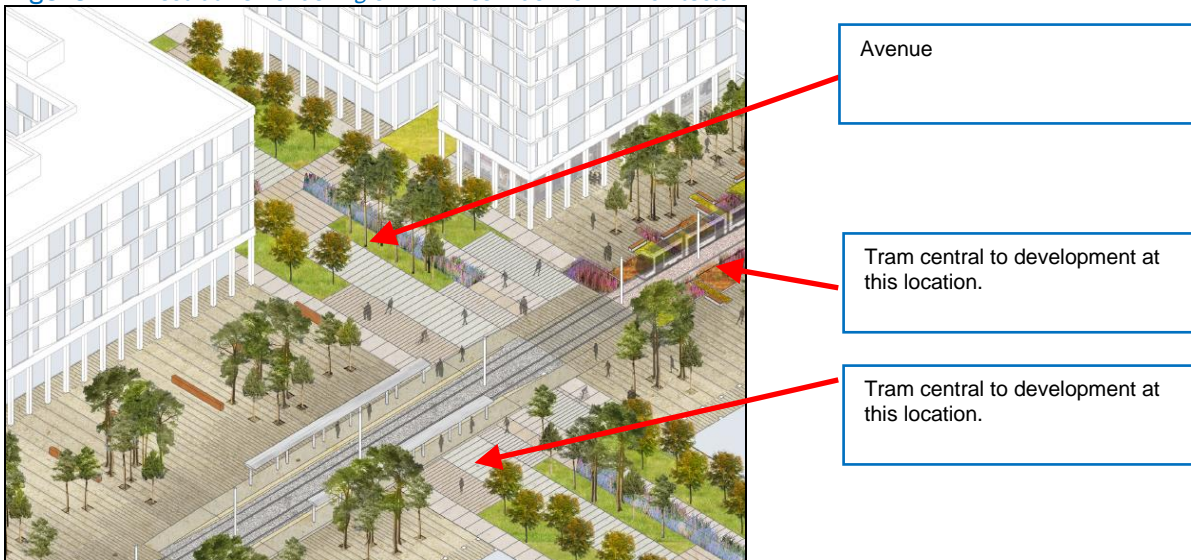


Figure 3 - Concept Masterplan Overview - 023-L(PA)07-00 ©7N Architects

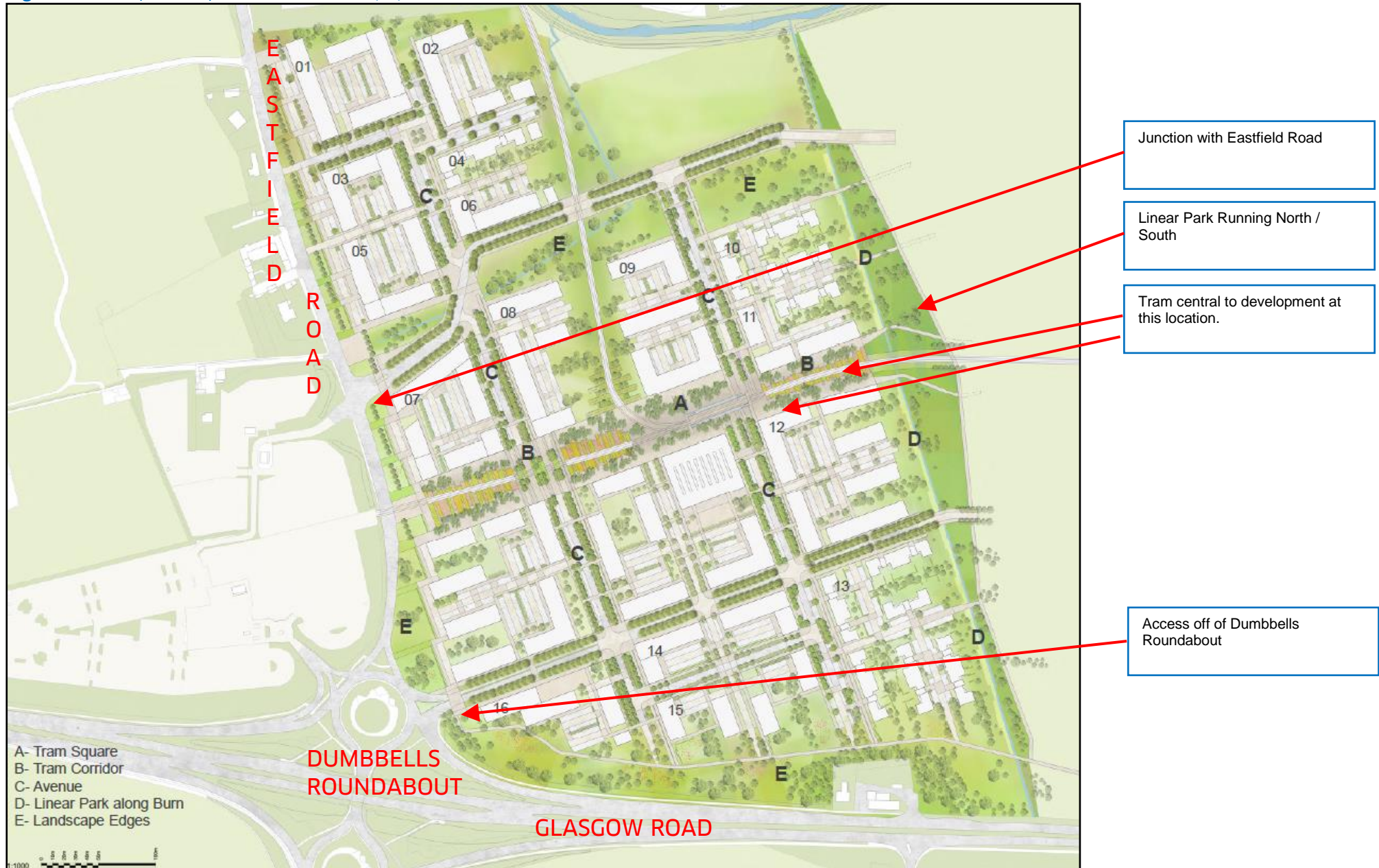


Figure 4 - Proposed indicative land uses, planning application drawing 023-L(PA)05-01, Plot Use Parameters, ©7N Architects

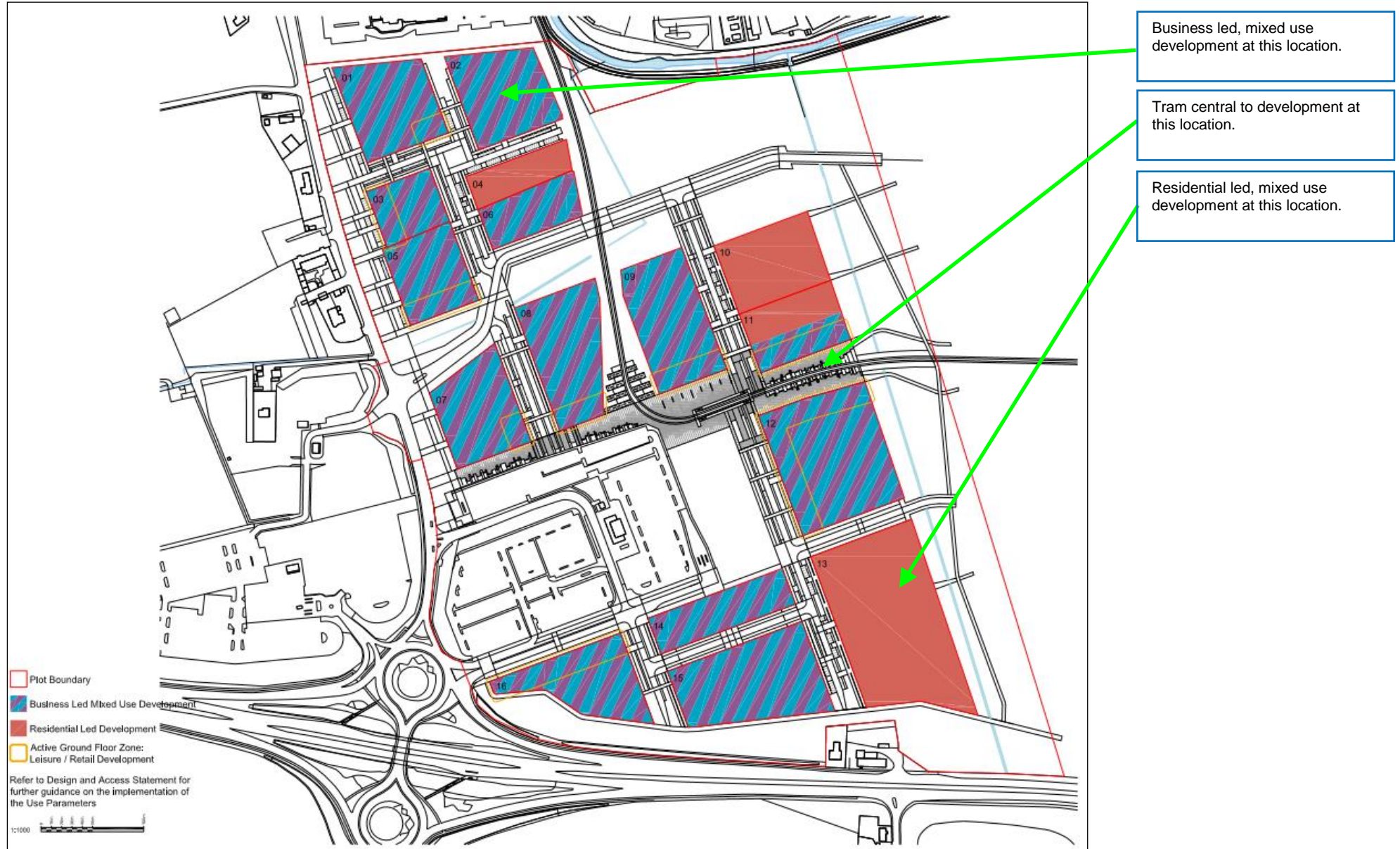
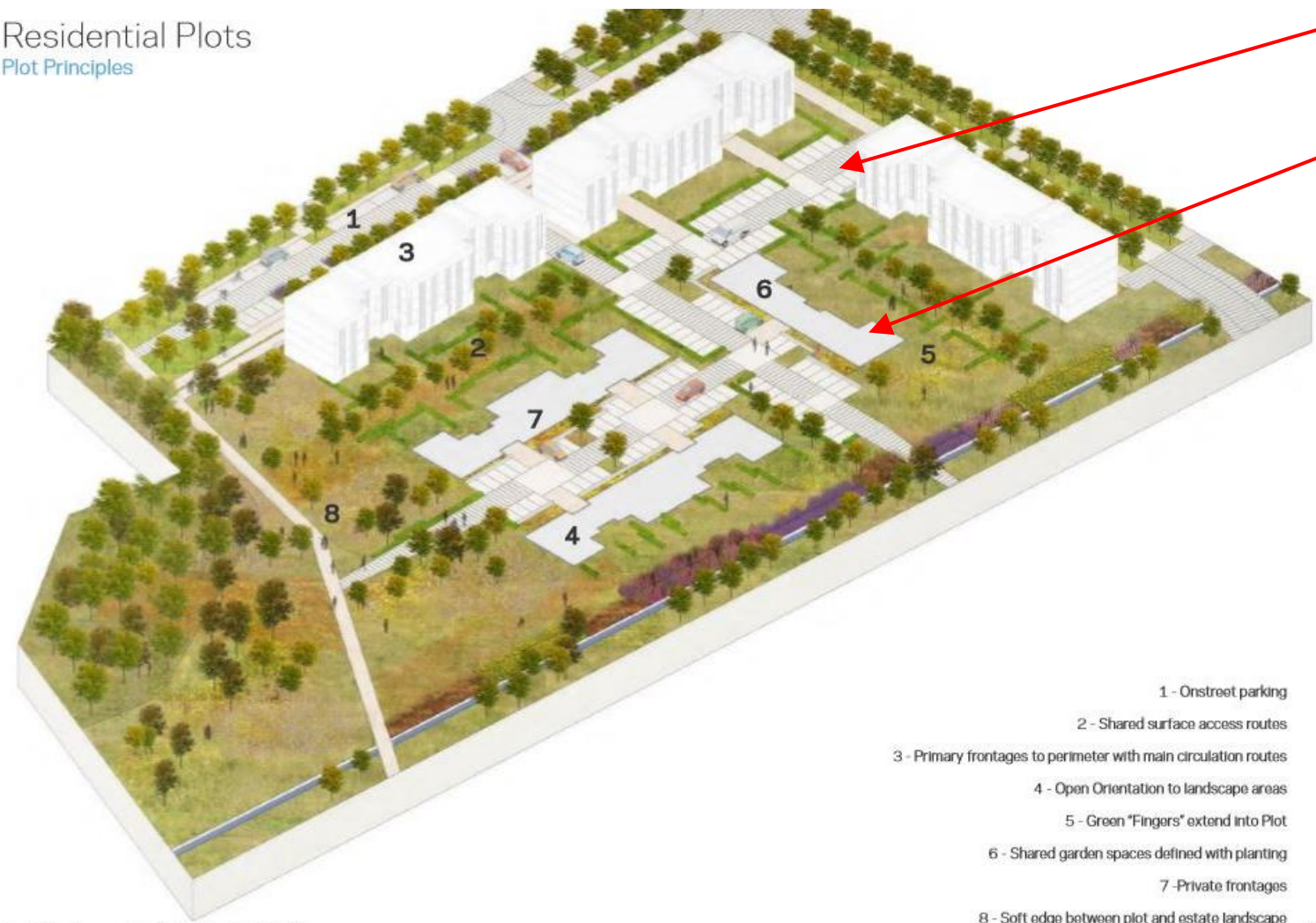


Figure 5 - Example of plot principles for typical residential plot within the development ©7N Architects

Residential Plots Plot Principles



Shared surface and parking

Buildings removed for clarity

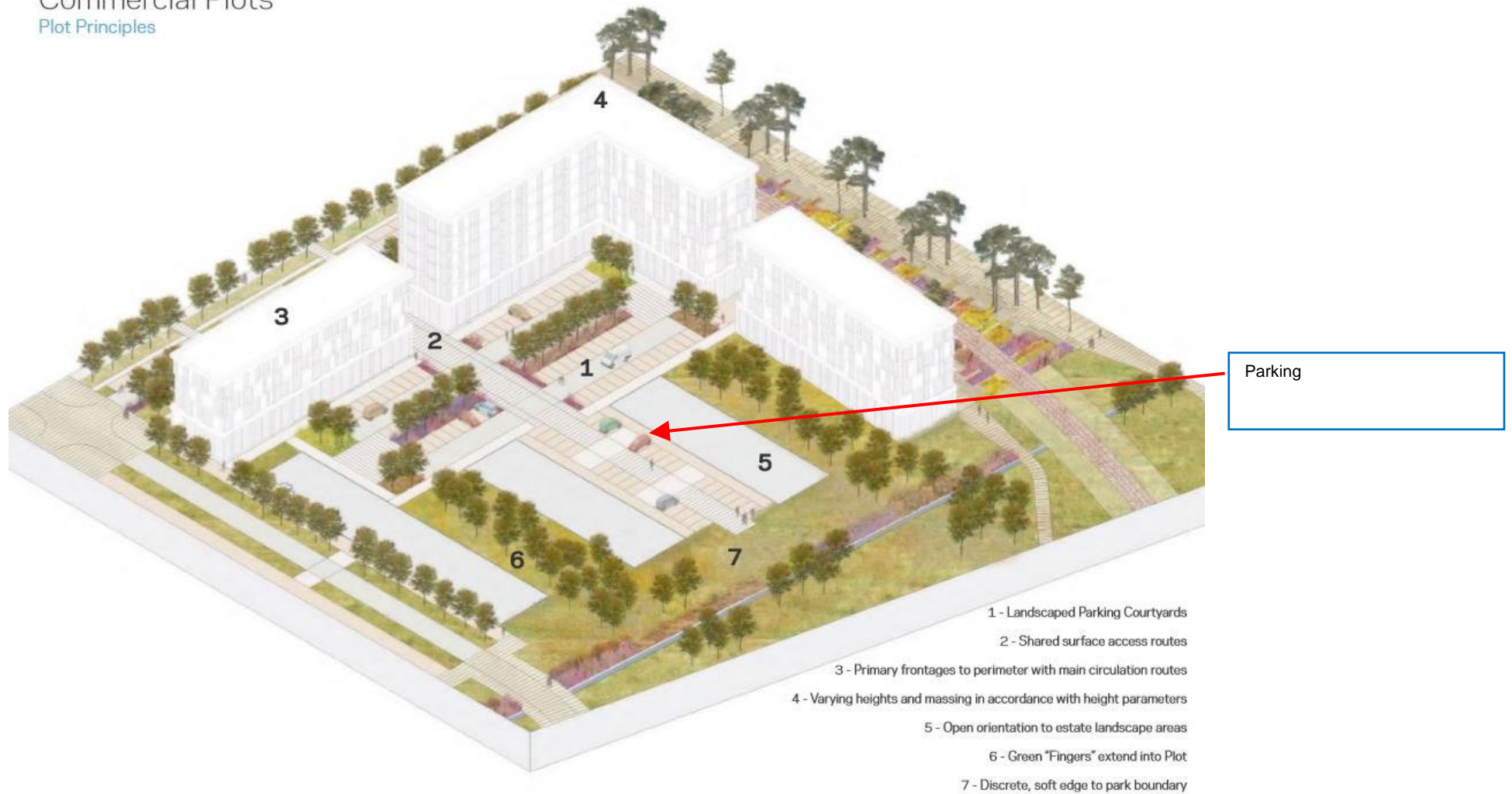
- 1 - Onstreet parking
- 2 - Shared surface access routes
- 3 - Primary frontages to perimeter with main circulation routes
- 4 - Open Orientation to landscape areas
- 5 - Green "Fingers" extend into Plot
- 6 - Shared garden spaces defined with planting
- 7 - Private frontages
- 8 - Soft edge between plot and estate landscape

Illustrative Axonometric: Typical Residential Plot

Figure 6 - Example of plot principles for typical commercial plot within the development ©7N Architects

Commercial Plots

Plot Principles



Illustrative Axonometric: Typical Commercial Plot