

<b>Issue 26</b>	<b>Housing Proposal H023 Sanda St/Kelbourne St/Clouston St</b>	
<b>Development plan reference:</b>	Policy CDP10 Meeting Housing Needs (Pages 53-55)	<b>Reporter:</b> Martin Seddon
<b>Body or person(s) submitting a representation raising the issue (including reference number):</b>		
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<p><b>Provision of the development plan to which the issue relates:</b></p>	<p>H023 Sanda St/Kelbourne St/Clouston St is a site from the 2012 Housing Land Supply, which provides for the construction of approximately 100 houses. It is proposed that all of these houses will be for sale, and all are expected to contribute to the housing land supply for the plan area.</p>

**Planning authority's summary of the representation(s):**

General Representations to Proposal

Objecting

00132, 00140 - Object to the area identified as H023 being designated for housing

Supporting

00543 - Support for re-development of site as it has fallen into disrepair, there is a need for housing in the area and there is adequate green space elsewhere. The capital receipt from sale of site could be re-invested in creating a sports centre at Maryhill Road/Queen Margaret Drive

Scottish Planning Policy

Objecting

00002, 00004, 00007, 00008, 00009, 00010, 00011, 00014, 00015, 00017, 00019, 00021, 00023, 00045, 00047, 00059, 00069, 00094, 00095, 00101, 00110, 00111, 00112, 00116, 00120, 00121, 00122, 00123, 00127, 00129, 00130, 00131, 00133, 00135, 00137, 00138, 00142, 00145, 00147, 00161, 00162, 00325, 00369, 00372, 00373, 00374, 00375, 00377, 00387, 00389, 00393, 00398, 00400, 00407, 00414, 00416, 00421, 00430, 00434, 00435, 00436, 00447, 00448, 00454, 00459, 00461, 00462, 00464, 00465, 00466, 00467, 00470, 00473, 00480, 00481, 00482, 00487, 00494, 00502, 00504, 00505, 00506, 00508, 00509, 00510, 00521, 00524, 00525, 00532, 00534, 00536, 00539, 00540, 00542, 00548, 00551, 00552, 00553, 00555, 00572, 00583, 00586, 00596, 00605, 00606, 00607, 00612, 00618, 00619, 00624, 00625, 00638, 00639, 00646, 00658, 00659, 00660, 00670, 00671

Scottish Planning Policy recommends that sites which are identified in the open space audit and strategy as valued and functional open space (or are capable of being brought back into functional use to meet an identified need) should be identified on the open space map and protected by the Local Development Plan. Approval from Scottish Ministers would be required if the Council wished to dispose of land in use as a common or open space, or held for allotments.

Scottish Planning Policy on Consultation recommends that Planning should focus on positive placemaking, fostering adaptability by integrating a mix of compatible uses and communities, and thereby improving community cohesion.

Strategic Development Plan/Housing Land Supply

Objecting

00002, 00004, 00008, 00009, 00010, 00011, 00012, 00014, 00015, 00017, 00019, 00021, 00023, 00045, 00047, 00060, 00061, 00095, 00101, 00110, 00111, 00112, 00116, 00120, 00121, 00122, 00123, 00127, 00129, 00130, 00133, 00135, 00137, 00138, 00142, 00145, 00147, 00148, 00161, 00162, 00325, 00369, 00373, 00374, 00375, 00377, 00387, 00389, 00393, 00398, 00407, 00414, 00416, 00421, 00430, 00434, 00435, 00436, 00447, 00448, 00459, 00461, 00462, 00464, 00465, 00466,

00467, 00469, 00470, 00473, 00480, 00481, 00482, 00487, 00488, 00492, 00494, 00495, 00499, 00502, 00504, 00505, 00506, 00508, 00509, 00510, 00521, 00524, 00525, 00531, 00532, 00534, 00536, 00539, 00540, 00542, 00548, 00551, 00552, 00553, 00555, 00572, 00583, 00586, 00596, 00606, 00607, 00612, 00618, 00619, 00624, 00625, 00639, 00646, 00658, 00659, 00660

The Main Issues Report noted the SDP Proposed Plan conclusion that there was more than enough land supply to meet demand. The site has never been allocated for housing before. It was not included as a proposal in City Plan 2, so cannot be carried forward into the Local Development Plan. Inclusion in the 2012 land supply is not an adequate justification for its allocation as a proposal in the Local Development Plan. The Local Development Plan should accord with the Strategic Development Plan, which expresses a preference for the development of brownfield land.

Sustainable Spatial Strategy/Council Policy and Strategies

Objecting

00002, 00004, 00007, 00008, 00009, 00010, 00011, 00012, 00014, 00015, 00017, 00018, 00019, 00021, 00022, 00023, 00029, 00042, 00044, 00045, 00047, 00060, 00061, 00062, 00065, 00069, 00095, 00096, 00101, 00108, 00110, 00111, 00112, 00116, 00120, 00121, 00122, 00123, 00127, 00129, 00130, 00133, 00135, 00137, 00138, 00142, 00147, 00148, 00161, 00162, 00325, 00369, 00370, 00372, 00373, 00374, 00375, 00377, 00387, 00389, 00393, 00394, 00398, 00399, 00407, 00414, 00416, 00421, 00430, 00434, 00435, 00436, 00448, 00454, 00459, 00461, 00462, 00464, 00465, 00466, 00467, 00470, 00473, 00480, 00481, 00482, 00487, 00488, 00492, 00494, 00502, 00504, 00505, 00506, 00508, 00509, 00510, 00521, 00524, 00525, 00531, 00532, 00534, 00536, 00539, 00540, 00542, 00548, 00551, 00552, 00553, 00555, 00562, 00572, 00583, 00586, 00596, 00603, 00606, 00607, 00612, 00618, 00619, 00624, 00625, 00638, 00639, 00646, 00657, 00658, 00659, 00660, 00672

The site is greenfield, has never been built on, and development is therefore contrary to the CDP Sustainable Spatial Strategy's preference for brownfield sites. There is no shortage of brownfield sites within the area. Although alternative pitch provision is proposed at Queen Margaret Drive, there would be an overall loss of open space in the area. Development would be contrary to open space policy, and the Council's Sports Pitch Strategy, which notes that pitches can also be used for informal recreation, and that consultation is required before pitches can be disposed of.

Development of this site would be contrary to the Council's green objectives, as demonstrated in its designation of Green Year in 2015, and would be contrary to policy for the historic environment.

Affordability

Objecting

00004, 00010, 00011, 00325, 00370, 00373, 00389, 00488, 00606, 00658 - The proposed housing is at the high end of affordability in this area. There is a greater need for affordable housing.

Road Traffic/Parking/InfrastructureObjecting

00004, 00007, 00013, 00022, 00029, 00045, 00059, 00110, 00111, 00325, 00368, 00369, 00373, 00389, 00394, 00398, 00399, 00414, 00434, 00435, 00447, 00462, 00472, 00488, 00492, 00506, 00510, 00521, 00524, 00525, 00540, 00551, 00582, 00583, 00591, 00603, 00605, 00638, 00646, 00672 - Development would cause increased traffic, pollution and parking problems, in an area already suffering from this issue due to the density of the existing housing.

A lot of development (including conversion to residential and multiple occupancy) has taken place in the area without additional investment in recreational and roads infrastructure. Drainage infrastructure is also inadequate. There is no need for further housing.

Previous Planning HistoryObjecting

00004, 00010, 00011, 00042, 00059, 00325, 00369, 00373, 00407, 00430, 00466, 00488, 00506, 00548, 00551, 00555, 00606, 00607, 00639, 00658, 00660 - Planning permission was previously rejected by a Scottish Office Reporter in 1996.

Conservation AreaObjecting

00002, 00007, 00012, 00014, 00015, 00018, 00019, 00021, 00023, 00045, 00060, 00061, 00062, 00095, 00110, 00123, 00325, 00369, 00373, 00374, 00375, 00377, 00393, 00398, 00407, 00416, 00434, 00448, 00454, 00459, 00462, 00464, 00465, 00467, 00482, 00487, 00488, 00492, 00494, 00502, 00504, 00505, 00506, 00508, 00548, 00551, 00553, 00555, 00582, 00605, 00607, 00612, 00618, 00619, 00624, 00625, 00638, 00639, 00657, 00658, 00660

The site is within a Conservation Area, meaning that the quality of design will be an important consideration. Tree preservation orders (including those protecting the lime trees along Clouston Street) would be violated. Development would change the character of the area.

Impact on Listed BuildingsObjecting

00657 - The impact of the development on listed buildings bordering the site has not been assessed.

Use of SiteObjecting

00002, 00005, 00007, 00008, 00009, 00010, 00011, 00012, 00013, 00014, 00015,

00017, 00018, 00019, 00021, 00022, 00023, 00029, 00042, 00044, 00045, 00047, 00059, 00060, 00061, 00062, 00065, 00069, 00095, 00101, 00104, 00108, 00110, 00111, 00112, 00116, 00117, 00118, 00119, 00121, 00122, 00123, 00124, 00125, 00126, 00127, 00128, 00130, 00136, 00138, 00141, 00142, 00145, 00146, 00147, 00148, 00156, 00161, 00325, 00368, 00369, 00373, 00374, 00375, 00376, 00377, 00383, 00387, 00389, 00390, 00393, 00395, 00398, 00399, 00400, 00407, 00416, 00421, 00430, 00434, 00435, 00436, 00447, 00448, 00454, 00459, 00461, 00462, 00464, 00465, 00466, 00467, 00469, 00470, 00472, 00473, 00480, 00481, 00482, 00487, 00488, 00492, 00494, 00495, 00499, 00502, 00504, 00505, 00506, 00508, 00509, 00510, 00521, 00524, 00525, 00532, 00534, 00536, 00537, 00539, 00540, 00542, 00548, 00551, 00552, 00553, 00555, 00562, 00569, 00572, 00582, 00583, 00586, 00591, 00596, 00603, 00605, 00606, 00607, 00612, 00618, 00619, 00624, 00625, 00638, 00639, 00646, 00653, 00657, 00658, 00659, 00660, 00670, 00671, 00672

Following a long period of neglect by the Council, the site has benefited from significant investment by the community, and is currently used for a range of community activities, including: nature education for children, allotments, jogging, dog walking, informal outdoor play, local events. Links with local schools and nurseries have also been developed through use of the site. The site is highly valued to visitors and people from other areas, contributes to a safer and more cohesive community, and could be a resource to the area in the long term. These activities are consistent with the Council's objectives on access to open space, educational, cultural and leisure pursuits, and local food production, and contribute to addressing ill health, obesity and deprivation. Availability of allotments has reduced over time, leading to a waiting list of 3 years in the local area.

Biodiversity/Natural Environment

Objecting

00002, 00010, 00011, 00012, 00014, 00015, 00017, 00018, 00021, 00022, 00023, 00029, 00042, 00045, 00047, 00060, 00061, 00108, 00112, 00118, 00142, 00145, 00156, 00325, 00369, 00373, 00374, 00375, 00377, 00389, 00393, 00400, 00407, 00416, 00421, 00434, 00435, 00436, 00448, 00461, 00462, 00464, 00465, 00466, 00467, 00469, 00470, 00482, 00487, 00494, 00502, 00504, 00505, 00506, 00508, 00509, 00510, 00521, 00524, 00525, 00534, 00539, 00553, 00555, 00572, 00582, 00583, 00586, 00591, 00606, 00607, 00612, 00618, 00619, 00624, 00625, 00639, 00653, 00657, 00658, 00659, 00660

The site is a wild, natural, green place, and has won numerous environmental awards. It is the last in this area that is not a formal park or garden, and connects logically to the River Kelvin green corridor, which is of high environmental value. The site is home to 500 trees and various wildlife species. It is part of a green network of spaces in the West End which provides stepping stones for migratory species. Development would result in the loss of around 1.4 hectares of green space, impact on the biodiversity of the area, and would therefore be contrary to the aims of the CDP in relation to the natural environment. As this is a tenemental area, most people don't have gardens.

Flooding

Objecting

00004, 00010, 00011, 00012, 00014, 00015, 00018, 00019, 00021, 00022, 00023,

00111, 00325, 00369, 00373, 00374, 00375, 00393, 00400, 00407, 00414, 00421, 00430, 00434, 00435, 00464, 00467, 00470, 00472, 00482, 00487, 00494, 00502, 00504, 00505, 00506, 00508, 00509, 00534, 00536, 00553, 00555, 00605, 00607, 00612, 00618, 00619, 00624, 00625, 00639, 00658, 00660 - The site performs a flood protection function for the area, which has suffered flooding issues in the past. When added to other development that has taken place in the area, further housing would exacerbate this problem.

Consultation

Objecting

00004, 00005, 00007, 00010, 00011, 00012, 00014, 00015, 00018, 00019, 00021, 00022, 00023, 00029, 00060, 00061, 00062, 00095, 00110, 00112, 00325, 00369, 00373, 00374, 00375, 00390, 00393, 00394, 00398, 00399, 00407, 00414, 00416, 00421, 00434, 00435, 00448, 00454, 00464, 00465, 00467, 00470, 00472, 00480, 00481, 00482, 00487, 00488, 00494, 00502, 00504, 00505, 00506, 00510, 00521, 00524, 00525, 00553, 00555, 00562, 00572, 00582, 00605, 00612, 00618, 00619, 00624, 00625, 00638, 00639, 00653, 00658, 00659, 00670, 00672

Consultation in relation to the proposed development has been limited to the design of the development, and has been inadequate. It has not taken account of the views of the local community and representative groups, who objected at Main Issues Report stage, and remain overwhelmingly opposed. The numerous schemes that have been proposed over the years mean that the ability of the community to move forward with the site has been put on hold for some time.

Inequality

Objecting

00012, 00014, 00015, 00019, 00021, 00112, 00370, 00374, 00387, 00393, 00398, 00416, 00434, 00464, 00467, 00469, 00470, 00472, 00487, 00494, 00502, 00504, 00505, 00508, 00509, 00510, 00521, 00524, 00525, 00534, 00542, 00553, 00612, 00618, 00619, 00624, 00625 - This is an area of deep inequality. The woods are used by everyone. Development of the site would affect the poorest most.

Sustainability

Objecting

00012, 00014, 00015, 00019, 00021, 00022, 00111, 00112, 00373, 00374, 00375, 00390, 00393, 00398, 00414, 00434, 00464, 00467, 00469, 00470, 00482, 00487, 00492, 00494, 00502, 00504, 00505, 00508, 00509, 00553, 00612, 00618, 00619, 00624, 00625

The land is a sustainable resource for the community, though the food growing that it encourages. The site is a green space within walking distance of the community, meeting the objectives of the Good Places Better Health for Scottish Children strategy. Existing services cannot support further development in this area. It is also a carbon sink.

Education, Health and Well-beingObjecting

00095, 00124, 00142, 00372, 00373, 00374, 00375, 00389, 00390, 00393, 00398, 00407, 00414, 00416, 00421, 00434, 00435, 00436, 00448, 00454, 00459, 00461, 00462, 00464, 00465, 00466, 00467, 00470, 00472, 00480, 00481, 00482, 00487, 00492, 00494, 00502, 00504, 00505, 00506, 00508, 00509, 00510, 00521, 00524, 00525, 00534, 00536, 00539, 00542, 00552, 00553, 00572, 00582, 00583, 00591, 00606, 00612, 00618, 00619, 00624, 00625, 00639, 00653, 00657, 00658, 00659, 00660, 00672

The provision of parent-led activities on this space promotes education, and the importance of exercise to health and well-being for the community and its children.

LegacyObjecting

00111 - The community aims to protect this space for the benefit of future generations.

Profit Motive for DevelopmentObjecting

00133, 00569 - The main justification for development of housing on this site is profit.

**Modifications sought by those submitting representations:**

All above objections:

1. Delete housing proposal H023 Sanda St/Kelbourne St/Clouston St from Policy and Proposals Map.
2. Amend Glasgow Open Space map to show site as Natural/Semi-Natural Greenspace or permanent Green Space

**Summary of responses (including reasons) by planning authority:**Objecting

All above objections:

The site is the former Garrioch Secondary School playing fields, and comprises red blaes pitches. It was declared surplus by the former Strathclyde Regional Council in February 1995 and marketed later that year. Miller Homes (the successful bidder) submitted a planning application for housing in 1996 (Ref 06/01610/DC) which was refused by Committee due to the lack of provision of alternative sports facilities. This decision was upheld at a subsequent appeal. The reason for refusal has been addressed in discussions with sportscotland in relation to subsequent proposals for the site.

The site was acquired by Glasgow City Council following local government re-



organisation in 1996, and re-marketed in 2002. Queens Cross Workspace entered into a development agreement with the Council in 2002, and again in 2005. A planning application was submitted by Queens Cross Workspace (Ref 06/01610/DC) for the erection of 95 flats and new sports park facility comprising multi-purpose games courts, jogging track, sports pavilion and lighting columns. This application was withdrawn on the basis that the predicted noise levels breached recognised limits due to the proximity of the proposed sports facility to housing.

In April 2007, the Council's Executive Committee approved the Sports Pitch Strategy Policy and Implementation Plan. In November 2007, the first stage of implementing the Pitch Strategy was approved by the Executive Committee. The report recommended that the receipt from the sale of the Clouston Street site would be allocated to the upgrading of the existing North Kelvinside pitches. This decision was made after consultation and agreement with sportscotland, in compliance with the requirements of Scottish Planning Policy.

As Queens Cross Workspace were not able to progress their proposal, the site was re-marketed in January 2008 in The Herald as a prime residential site for around 100 homes for sale. The Stage 2 Development Brief issued in January 2008 (OC14) provides the relevant detail. New City Vision were appointed as the preferred developer, and subsequently submitted a Pre Application Notice (Ref 10/02988/DC) in 2010, followed by an application for full planning permission in 2012 (Ref 12/00924/DC). The latter application will be taken to Committee in due course.

Statutory consultation on the various proposals that have been put forward has been undertaken, and any comments have been taken into consideration in reaching any decision.

The CDP Main Issues Report (CE8, paragraph 2.9) referred to the SDP conclusion that there was more than enough land for housing to meet demand. It should be noted that the CDP explains that this position has changed, and that there was therefore a requirement to identify additional sites.

The site has been continuously included in the housing land supply since 1995, when it was first marketed, and has been continuously effective since 2007. This demonstrates the Council's view that the site has been a housing opportunity for a significant period of time prior to its temporary occupation.

The site contributes towards the provision of an effective supply of land for housing, in compliance with Scottish Government policy.

The inclusion of the site in the City Development Plan is consistent with Circular 6/2013 (CE11, paragraph 78), which requires authorities to set out any opportunities for development in the Proposed Plan. This was not a requirement for City Plan 2.

It is important to consider, therefore, that this site was included in the supply which fed into the Housing Need and Demand Assessment undertaken for the SDP, and was therefore taken into account in reaching the conclusion set out in the Main Issues Report. PAN 65 (CE4) indicates that local authorities should undertake an audit of open space in their area, and prepare an open space strategy. This site is identified as "Category 97: Housing Land Supply containing possible protected open space". All sites that are included in the land supply are identified in this way to reflect their potential for housing.

The requirement to protect open space remains, however, and means that proposals for development must be considered against the relevant policies of the development plan.

It should be noted that the site is open space, not greenfield. The Strategic Development Plan definition of greenfield land states "land which has never previously been developed, or fully restored formerly derelict land which has been brought back into active or beneficial use for agriculture, forestry, environmental purposes or outdoor recreation" (CE6).

The land was previously in use for sports pitches, and cannot therefore be described as "never previously been developed". It has been on the Vacant and Derelict Land register since 1995, when it was declared surplus. Although temporarily occupied, it has not been fully restored, as it remains a housing opportunity for the Council.

The site is identified in City Plan 2 as being within a DEV 2: Residential Development Policy Principle area. This designation encompasses the city's residential areas, and also includes local green spaces. It requires the assessment of proposals against the terms of Policy ENV 1: Open Space Protection.

In summary, the Policy offers "a strong presumption in favour of the retention of all public and private green/open space" and identifies the categories of open space that fall within this designation. As this site was former playing fields, it would be categorised as a sports area.

The policy also sets out a series of criteria that should be considered when exceptions to this policy are considered. The first of these states

"Where exception is made for development on open space within categories 1 to 6, the development should:

- Either be directly related to the current use(s) of the open space or better serve local community needs by the provision, in the local area, of an area of equivalent, or higher quality open space, to directly replace the type of open space that would be lost (this will require the developer to consult with the local community using consultation methods agreed by the Council."

The applicant (New City Vision) undertook a pre-application consultation with community groups and interested parties as part of the Pre Application Notification (PAN) process. As noted previously, the commitment by the Council to allocate the receipt from the sale of this site is acceptable to sportscotland, and is therefore considered to satisfy the requirements of Policy ENV 1.

The Council's Legal Services advise that the site was occupied by the North Kelvin Meadow Green Space Initiative before June 2009. The group subsequently created a temporary community open space. This was without the permission of the Council. Although discussions did take place regarding the temporary occupation of the site in advance of development, no agreement was concluded between the group and the Council. The Council obtained a court order in September 2009 to remove the group from the site. Although this order has not been enforced to date, it remains the intention of the Council to provide the developers access to the site to build housing at an appropriate time.

The proposal is for housing for sale, rather than affordable housing. The tenure of any proposed housing is not a matter for the City Development Plan.

Issues relating to parking, traffic, pollution, flooding, impact on trees, listed buildings and the conservation area will be addressed through the planning application process.

The profit that would be made by any developer is not a planning matter.

No modifications recommended.

#### Supporting

00543 - Comment of support noted.

#### **Reporter's conclusions:**

1. Proposed addition to the housing land supply site H023 is located near the River Kelvin in the west end of the city. The surrounding development is mainly good quality red stone tenement housing with a gridded street pattern. There is a primary school nearby at Hotspur Street.

2. The site comprises the former Garrioch Secondary School playing fields and red blaes pitches. It has generally re-vegetated with little sign of any former pitches or courts. There is open scrubland in the centre with mainly immature tree cover round the edges, but the 17 mature lime trees alongside the Clouston Street boundary are the subject of a Tree Preservation Order. There are well-defined footpath entry points and paths within the site. There is a small 'orchard' area where fruit trees have been planted. A children's play space has been constructed in Birch woodland. Raised vegetable beds and half barrel planters have also been placed within the site and there are composting facilities. Even in wet weather, when I conducted my site inspection, people were walking dogs and families were using the play space. The site is clearly an area that is valued and looked after by the local community. The majority of representations and a petition seek to retain the site as open greenspace for the community.

#### History

3. The planning history of the site may be summarised as follows:

- declared surplus in February 1995 and marketed by Strathclyde Regional Council;
- Miller Homes successful bidder, housing application refused because of lack of alternative sports facilities. Decision upheld on appeal;
- acquired by Glasgow City Council after 1996 and marketed in 2002;
- development agreement with Queens Cross Workspace. Application for 95 flats and sports facilities withdrawn;
- November 2007 the council's executive committee, after consultation with sportscotland, determined that money from the sale of the site would go towards upgrading the existing North Kelvinside pitches;
- stage 2 development brief for around 100 homes for sale issued in Jan 2008. New City Vision appointed as preferred developer. Pre-application notice in 2010, then full application in 2012 (12/00924/DC);
- site has been in housing land supply since 1995 and fed into the Strategic Development Plan;

- application ref: 15/01223/DC lodged by The Childrens Wood c/o Emily Cutts on 21 May 2015.

4. From the above it is clear that it has been the council's (and the former regional council's) intention since around 1995 that the former playing fields site be developed for housing. However, no planning permission was granted for residential development during that period – nor was the site allocated for housing purposes in the development plan (see paragraph 12 below). Indeed, the land at Clouston Street is shown as protected open space on the council's Open Space Map, albeit it is shown as Category 97 'a housing site affecting protected open space' on the key.

5. For the above reasons I do not consider that there is any planning commitment to the proposed residential development of the site. Instead the proposal to allocate the land for housing should be judged on its planning merits. The fact that the council has treated the site as a potential housing site in its housing land audit and housing land supply calculations does not change the planning status of the site.

6. It should be noted for completeness that there are two recent planning applications for the site:

- reference 15/01223/DC – use of site as community woodland and park (sui generis), granted subject to conditions on 26 January 2016;
- reference 12/00924/DC – residential development with associated car parking, landscaping and vehicular access, subject to a direction on 9 March 2016 referring the application for determination by Scottish Ministers.

#### Petition against housing development on the land

7. A petition has been submitted regarding the Childrens' Wood. A statement with the petition included the following points:

- the land has always been open space for educational and community use and should remain so;
- no suitable replacement can be offered for this unique, re-purposed wild space;
- the council's case is that, given the agreement on providing alternative sporting provision for the loss of the site, the Miller Homes rejection (on appeal) cannot be used in argument against housing on the land;
- the council claims consultation with sportscotland over the pitches but according to the council's own policy and strategy there should have been consultation with the local community which nobody can remember;
- according to the Sports Pitches Strategy the council is required to determine that the site is not required as part of any other open space function;
- refurbished pitches already available to the community cannot be considered to be a like-for-like replacement for a unique wild green educational and community space;
- the Inquiry Reporter for the 1996 Miller appeal stated "with increasing population the current proposal will remove a valuable community resource";
- since the inquiry additional building has taken place in the area with no open space compensation;
- in considering the drafting of the Proposed Plan in 2013-14 it would be impossible to consider the site as not being used for any open space function – awards won, regular use and events;

- now no sign of previous pitches, call on Reporter to re-designate the site as natural/semi-natural Green Space or Permanent Green Space;
- reject the view that some issues can be left to the planning process;
- council is still using argument of a proposed play area as compensation;
- PAN 65: Planning and Open Space emphasises that in preparing open space strategies which inform development plans the open space needs and desires of the local community must be established – but ignored in this case, and
- not random temporary efforts – continuous community engagement, self-funded, resulting in registered charities and their own planning application.

#### Housing land supply/affordability

8. Representations submit that there is sufficient housing in the area and that alternative brownfield sites are available as a preference to greenfield sites. However, at Issue 17 above we have concluded that there is a clear shortfall in the housing land supply for the Proposed Plan period. The land at Clouston Street has been identified by the council as being an effective housing site. Omitting the site as a housing allocation in the Proposed Plan would add further to the shortfall. This is a significant argument in favour of the proposed allocation.

9. Representations submit that there is a greater need for affordable housing. However, in the event that the land was allocated for housing, the housing mix for the site would be a matter to be determined when a planning application is under consideration and informed by housing need in the area. On a separate matter, whether or not a profit is made from a development is not a material planning consideration.

#### Open/green space policy

10. I accept that the site is open space, not greenfield which is defined as *“land which has never been previously developed, or fully restored derelict land which has been brought back into active or beneficial use for agriculture, forestry, environmental purposes or recreation.”*

11. Scottish Planning Policy (SPP) issued in 2014 indicates at paragraph 224 that: *“local development plans should identify and protect open space identified in the open space audit and strategy as valued and functional or capable of being brought into use to meet local needs”*. The site at Clouston Street is identified as open space on the Open Space Map, and as outlined in paragraphs 2 and 7 above it is plainly well used and highly valued as a facility meeting local needs.

12. In City Plan 2 the site is within a DEV 2: Residential and Supporting Uses Policy Principle Area. However, City Plan 2 Policy DEV2 is a general policy encompassing the main housing districts of the City, and not a specific policy applying to this particular site. Policy DEV2 of City Plan 2 is explicit that proposals impacting on green/open space should be assessed against the relevant policies (DEV11 and ENV1) which contain a strong presumption that all such public and private green/open space should be retained.

13. Similarly, (whilst the Proposed Plan proposes to allocate the land for housing development) Policy CDP6: Green Belt and Green Network of the Proposed Plan supports the retention, as open space, of the categories of open space specified and shown on Figure 14 (and identified on the council's Open Space Map). Those categories include public parks and gardens, amenity space, playspace for children and teenagers,

allotments and other functional greenspace – all of which are provided in the protected open space at Clouston Street.

14. The council attaches great importance to open spaces in the City as part of the wider Green Network (page 43 of the Proposed Plan), and one of the key objectives of the Proposed Plan is to “ensure that people in existing communities have access to the open spaces they need” (page 23).

#### The value of the existing open space

15. I accept that the site at Clouston Street provides an important open space resource for the surrounding residents. It also performs a wider social and educational role resulting from community action, including the involvement of local schools and nature conservation education, allotments and food production, playspace and recreational activities, public health and community safety. I note that the activities, community projects and strategies have received support and awards.

16. The land forms a green space which contains numerous trees, many of which appear to be the result of natural regeneration, and provides a habitat which connects with the green corridor of the River Kelvin and is part of a network of green areas in this area of the City. It is likely that mature trees and a large amount of the emerging tree cover would have to be removed to accommodate a housing proposal of any significance. The loss of mature trees in this location could have an adverse effect on the established character and appearance of the Glasgow West Conservation Area where the site is situated.

17. Representations advise that the site is within an area of deep inequalities, with the meadow and wood used by everyone, and that many residents live in flats with little or no access to a garden. That indicates that the upgrade of sports pitches at North Kelvinside would not be satisfactory compensation for the potential loss of the community open space at Clouston Street; nor would it be possible to recreate the existing facility within a new housing development on the land.

#### Other issues

18. Whilst there are evidently car parking issues in the surrounding streets and the West End in general, I would expect that any new development on the site would require to cater within the site for its own parking needs.

19. Also I acknowledge that, in view of the size of the site, it should be possible to design a development of an appropriate layout, scale and massing that would preserve or enhance the setting of any surrounding listed buildings.

20. I agree with the council that any flooding issues could be addressed through the planning application process. SPP advises that the flood risk framework should be applied to development management decisions and that drainage assessments will be required for areas where drainage is already constrained or otherwise problematic, or if there would be off-site effects.

#### Overall conclusions

21. I recognise that the development of this site for housing would make a contribution

towards meeting the shortfall in the provision of land for new housing in the City, which we have identified as a deficiency in the Proposed Plan in Issue 17. However, the land at Clouston Street is a highly valued open space which is well used and maintained by the local community, and which should continue to be safeguarded for that purpose. Its development for housing would be in conflict with planning policies which seek to protect such areas. I have therefore decided to modify the Proposed Plan by deleting Housing Proposal H023.

22. Since the Proposed Plan does not designate open spaces I am unable to formally designate the site as an open space. It will be a matter for the council to reflect the outcome of this examination in its review of its Open Space Map, and in its Open Space Strategy (see Issue 6).

**Reporter's recommendations:**

Modify the Proposed Plan by deleting Housing Proposal H023.

# APPENDIX 2

## NHS Health and Wellbeing Profile 2010

Wyndford Statistics

### Wyndford Intermediate Zone Health Summary

This chart compares the local value for each indicator to the Scottish average and target for all Intermediate Zones.



- Statistically significantly 'worse' than Scottish average
- Statistically not significantly different from Scottish average
- Statistically significantly 'better' than Scottish average
- Statistically significant difference compared to Scottish average
- △ No significance can be calculated



Domain	Indicator	Number	Measure	Type	Scot. Average	Worst	Scotland Average	Best
Life Expectancy & Mortality	1 Life expectancy - males <sup>1</sup>	n/a	67.8	yrs	74.5			
	2 Life expectancy - females <sup>1</sup>	n/a	75.0	yrs	79.5			
	3 Deaths all ages <sup>2</sup>	187	1,052.3	sr	707.8			
	4 Early deaths from coronary heart disease (< 75s) <sup>2</sup>	17	129.8	sr	57.2			
	5 Early deaths from cancer (< 75s) <sup>2</sup>	32	234.5	sr	134.7			
	6 Early deaths from cerebrovascular disease (< 75s) <sup>2</sup>		14.0	sr	18.7			
Behaviours	7 Smoking attributable deaths <sup>2</sup>	n/a		%	24.1			
	8 Smoking prevalence <sup>3</sup>	n/a		%	25.0			
	9 Patients hospitalised with alcohol conditions <sup>2</sup>	244	1,803	sr	1,088			
	10 Deaths from alcohol conditions <sup>1</sup>	n/a		sr	46.4			
	11 Patients hospitalised with drug related conditions <sup>2</sup>	27	201.2	sr	85.1			
	12 Active travel to work <sup>3</sup>	n/a		%	14.0			
Ill Health & Injury	13 Sporting participation <sup>3</sup>	n/a		%	73.0			
	14 Patients registered with cancer <sup>1</sup>	164	584.5	sr	412.6			
	15 Patients hospitalised with COPD <sup>2</sup>	41	232.7	sr	158.6			
	16 Patients hospitalised with coronary heart disease <sup>2</sup>	75	495.6	sr	347.0			
	17 Patients hospitalised with cerebrovascular disease <sup>2</sup>	42	243.3	sr	173.8			
	18 Patients hospitalised with asthma <sup>2</sup>	33	270.8	sr	472.9			
	19 Patients hospitalised as an emergency <sup>2</sup>	1,221	8,562.2	sr	6,378.9			
	20 Patients (65+) with multiple hospitalisations <sup>2</sup>	148	6,406.3	sr	4,607.6			
	21 Road traffic accident casualties <sup>2</sup>		54.2	sr	79.4			
	22 Patients hospitalised after a fall in the home (65+) <sup>2</sup>		275.5	sr	710.4			
	23 Prevalence of diabetes	178	3.6	sr2	3.5			
Mental Health	24 Patients prescribed drugs for anxiety/depression/psychosis	520	12.8	%	9.7			
	25 Patients with a psychiatric hospitalisation <sup>2</sup>	118	836.8	sr	303.0			
	26 Deaths from suicide <sup>1</sup>		41.9	sr	15.1			
Social Care & Housing	27 People (65+) receiving free personal care at home <sup>3</sup>	n/a		%	5.3			
	28 Adults claiming incapacity benefit/severe disability allowance	490	13.7	%	5.6			
	29 People (65+) with intensive care needs cared for at home <sup>3</sup>	n/a		%	31.7			
	30 Households assessed as homeless <sup>3</sup>	n/a		%	1.8			
	31 Children looked after by local authority <sup>3</sup>	n/a		cr2	14			
	32 Single adult dwellings	1,612	67.1	%	37.8			
	33 Households in extreme fuel poverty <sup>3</sup>	n/a		%	7.5			
Education	34 Average tariff score of all pupils on the S4 roll	n/a	130.5	mean	179.7			
	35 Primary school attendance	n/a	92.9	%	95.2			
	36 Secondary school attendance	n/a	86.4	%	91.1			
	37 Working age adults with low or no educational qualifications <sup>3</sup>	n/a		%	14.8			
Economy	38 Population income deprived	1,660	39.1	%	15.1			
	39 Working age population employment deprived	870	32.0	%	11.6			
	40 Working age population claiming Jobseeker's Allowance	345	12.5	%	4.4			
	41 Dependence on out of work benefits or child tax credit	560	70.6	%	46.6			
	42 People claiming pension credits (aged 60+)	240	25.6	%	11.0			
Crime	43 Crime rate	339	79.9	cr2	49.5			
	44 Prisoner population	23	726.0	sr	205.5			
	45 Referrals to Children's Reporter for violence-related offences	n/a		cr2	8.4			
	46 Patients hospitalised after an assault <sup>2</sup>	28	210.1	sr	95.2			
Environment	47 Population within 500 metres of derelict site	4,176	99.8	%	30.0			
	48 People living in 15% most 'access deprived' areas	0	0.0	%	14.2			
	49 Adults rating neighbourhood as a very good place to live <sup>3</sup>	n/a		%	52.0			
Women's & Children's Health	50 Breast screening uptake <sup>2</sup>	216	55.0	%	75.3			
	51 Mothers smoking during pregnancy <sup>2</sup>	53	55.8	%	22.6			
	52 Teenage pregnancies <sup>2</sup>	13	71.8	cr2	41.4			
	53 Low weight live births <sup>2</sup>			%	2.3			
	54 Babies exclusively breastfed at 6-8 weeks <sup>2</sup>			%	26.4			
	55 Immunisation uptake at 24 months - MMR <sup>2</sup>	100	90.9	%	92.1			
	56 Immunisation uptake at 24 months - all excluding MMR <sup>2</sup>	107	97.3	%	97.5			
	57 Child dental health in primary 1	18	54.5	%	61.8			
	58 Child obesity in primary 1	n/a		%	8.0			
	59 Patients hospitalised by unintentional injuries at home (<15) <sup>2</sup>	10	590.9	sr	377.5			

**Notes:**

1. Five-year combined number, and 5-year average annual measure.
2. Three-year combined number, and 3-year average annual measure.
3. Data available down to local authority level only.

**Key:**

n/a= data not available, or cannot be calculated; cr = crude rate per 100,000 population; cr2 = crude rate per 1,000 population; sr = age-sex standardised rate per 100,000 population; sr2 = age-sex standardised rate per 100 population yrs = years; % = percent; mean = average.

See the detailed Definitions and Sources table for indicator information and Technical Report (on the web) for further guidance on interpreting the spine.



## APPENDIX 3

# INITIAL TEACHER EDUCATION and LEARNING FOR SUSTAINABILITY

Monica Porciani | Academic Selector BA Primary Education  
Coordinator for Health & Wellbeing | University of Strathclyde

### 1. Background to developments in student teacher education

In 2012 the General Teaching Council for Scotland introduced new professional standards for student teachers and qualified practitioners. These new standards reflected the move to incorporate health & wellbeing and learning for sustainability as core responsibilities for all teachers and a requirement for all schools to develop at the heart of their practice and school life. Learning for Sustainability encompasses the expectation that teachers will develop outdoor learning and outdoor education as an everyday activity to support learning, improve health and wellbeing and help children become more resilient, risk averse and accustomed to playing outdoors.

“Learning for Sustainability is a whole-school commitment that helps the school and its wider community develop the knowledge, skills, attitudes, values and practices needed to take decisions which are compatible with a sustainable future in a just and equitable world. Learning for sustainability has been embedded within the Standards for Registration to support teachers in actively embracing and promoting principles and practices of sustainability in all aspects of their work” ( GTCS 2012)

As a result Scotland’s “Curriculum for Excellence “has sustainable development spread across most subjects and the GTCS has taken steps to ensure Initial Teacher Education is able to provide opportunities for student teachers to develop professional competencies in this area. In particular the Scottish Government and Local Authorities expect that all student teachers will be able to:

- Provide and ensure a safe and secure environment for all learners within a caring and compassionate ethos and with an understanding of wellbeing.
- know how to develop realistic and coherent interdisciplinary contexts for learning, particularly in relation to sustainability.
- use outdoor learning opportunities, including direct experiences of nature and other learning within and beyond the school boundary;

### 2. The Role of the Children’s Wood (North Kelvin Meadow)

In 2015 the School of Education at Strathclyde University developed a new interdisciplinary module for 2nd year student teachers of primary education called ‘Learning for Sustainability’ and which provided 25 hours field work and assessment.

The programme immediately found success with signing up large national organisations and programmes at national level to support the students – such as Loch Lomond and Trossachs National Park and The John Muir award . However, teachers of the future are being encouraged to work collaboratively within the wider school community and to give children (particularly in urban areas) learning experiences in the outdoors. Nature Deficit disorder is one of the aspects that we examine on the course and we discuss how teachers can

connect with local greenspaces. A core textbook incorporating Scottish Government policy and thinking (Dirty Teaching : A beginners guide to learning outdoors, 2014) advocates that teachers value free play and playful learning; provide a natural environment and increase active learning outdoors. However, in reality this is very difficult to find in a densely populated urban area. We have become very aware that many local green spaces have No Ball Game signs and are often heavily used by dog owners making it difficult to undertake ad hoc learning opportunities such as mud kitchens. For the School of Education, The Children's Wood was the only local community organisation which we were able to identify and which was positioned to offer our students this opportunity and help in their professional development.

A group of 25 students visited the children's Wood for a morning and a group of students then proceeded to take this on as an outdoor placement for 25 hours.

The students worked as if they were on a school placement and were able to make use of the educational pack for the Children's Wood and see how structured visits and activities take place. They were also able to experience free play and learning in natural environment – an experience which we currently find difficult and almost impossible to provide for student teachers. Another important factor is that this is a locally managed community facility used by a wide range of community groups, including children with significant support needs and learning disabilities, children from a wide range of backgrounds and schools, and children from pre-school through to upper primary and beyond. Therefore for student teacher education it is a unique resource on our doorstep and has been an easy partnership for us to develop. The students who took part this year have also organised a CPD session for their year group and promoted the activities and work of the Children's Wood on Twitter. It is this way that we would envisage our partnership with the Children's Wood developing.

## APPENDIX 4

### **Research**

Derick Moore: Research psychology student - University of Glasgow

During January and February 2016, we carried out a research project exploring the potential benefits of outdoor learning on children's well-being and self-esteem. The study worked with a local primary school and lasted for a total of three weeks. The weekly sessions for the project varied between the school playground, their normal classroom and the local children's wood. At the start and end of each week, all of the P5 children participating completed the WHO-5 well-being questionnaire, the Rosenberg self-esteem questionnaire as well as a simple questionnaire which evaluated how much they reported enjoying the sessions in the three locations.

**The results indicated that the learning sessions in the natural setting (the children's wood) were associated with the highest overall self-esteem score of the three locations** and that these scores statistically were significantly higher than the self-esteem scores reported after the sessions in the playground and in the classroom. The findings of the enjoyment questionnaire also indicated that the children reported that the lessons in the **natural setting was significantly more enjoyable than the classroom and playground setting and that they were also more interested in the lessons.**

Overall, the current study supports the extant literature and indicates that having lessons in natural spaces can potentially have a positive impact on self-esteem and enjoyment in learning activities.

## Research

Milija Mankinen: Psychology Research Student Glasgow University

### Research into creativity in children

In 2015, two classes from a local primary school participated in a study investigating the potential beneficial effect of interacting with green space for children's creativity. On the first day, one of the classes spent their lunch break outdoors in the Children's Wood, while the other class spent their lunch break indoors in the classroom. Directly afterwards, both classes completed a creativity task, in which the children were asked to design a tissue paper collage. The next day, the lunch break conditions were reversed; and afterwards, both groups completed the same creativity task again. On average, the collages of one of the classes were rated statistically significantly more creative by three independent raters after the lunch break outdoors, compared to the lunch break indoors. They also used a significantly larger number of tissue paper pieces after the outdoor condition. There was no significant difference between the lunch break environments with regard to the number of different colours of tissue paper used. **The findings indicate that spending a short amount of time in green space may have beneficial effects for children's creativity on an activity that is typical of young children's curriculum.**

#### Summary of findings

Accumulating scientific evidence supports the link between interacting with green space and human cognitive functioning. However, the impact of interacting with green space on young children's creativity has previously not been investigated. The present study compared children's creativity after a school lunch break indoors to that of a lunch break at a local community green space. 49 children in the age range of 5-8 years participated in the study in two groups, and were asked to produce a tissue paper collage after each-condition. Subsequently, three judges rated the creativity of the collages. The colour range and number of tissue paper pieces used in each collage were also recorded. Repeated measures ANOVAs revealed a significant benefit of having lunch in a natural environment upon the creativity ratings and number of pieces used in one of the groups. Girls scored significantly higher on all three measures of creativity. The findings show that even a short interaction with green space can have beneficial effects for children's creativity. Possible causal mechanisms are discussed, along with potential implications for school practice.

## RESEARCH

Ieva Valaviciute: Psychology Research Student Glasgow University

Benefits of outdoor education and barriers to its provision.

The following studies were conducted under the supervision of members of academic staff by now a postgraduate student, degree subjects Psychology and Education, at the University of Glasgow, in partnership with the Children's Wood based in the North Kelvin Meadow.

The first research conducted as part of undergraduate degree dissertation project has based its idea upon the Attention Restoration Theory (ART) and its potential value in the early-years classroom settings. The ART theory suggests that time spent in the natural environments results in increases attentional functioning. To explore how the impact of the natural outdoors compares to that of built environment, the study compared children's attention after regular school lunch breaks in the classroom and in the school playground to that of non-routine lunch time experiences, off the school premises, in the nearby meadow. The findings indicated significantly higher attention span for children following a lunch break in the natural environment as opposed to that of school yard or the indoors. The lunch break in the meadow was also rated as the most preferred type of lunch break location.

Given the profound impact of the natural environment on one's attentional functioning found in the study mentioned above, questions were raised as to why is the outdoor education not an every-day practice for schools in Scotland today. Therefore, the second study carried out as part of postgraduate, master's degree dissertation project explored the reasons which prevent the use of outdoors as an educational platform. In a qualitative piece of research the views of parents and teachers concerning outdoor education were explored. Although the write-up is still underway, indicative findings of the study suggest social factors to be most influential in provision of outdoor education as well as widely reported physical barriers to the use of outdoors such as the access to natural environments, design and quality of facilities, weather and other. Social factors include that of overwhelmingly consumerist culture, parents' and teachers' beliefs and perception of outdoors, narrowing of the curriculum and curricular pressures resulting from the policies such as the National Improvement Framework and other governmental policies. Schools are found to be increasingly under pressure to deliver results, and experience increasing constraints on time, finance and other resources. It indicates that wider societal perceptions need to be changed in order to allow for wider provision of the outdoor education in and outside of statutory education.

Therefore, overall, the studies highlight the importance of preserving the type of spaces in the inner city areas such as the Children's Wood and organising children to access it on a regular basis is of high importance, given the profound impact that the ability to concentrate has on one's educational achievement hence closing of the achievement gap in Scotland. Presence of such does not only allow easier access to the natural outdoors in urban areas but is a justifiable reason for policies promoting outdoor education to be issued giving that extra reassurance to teachers and parents that outdoor learning is something worthwhile to consider. Linking outdoor activities to learning outcomes would also allow it to become part of a curriculum so it would not be necessary to find extra time and opportunities for outdoor learning in schools. The natural outdoors should be better integrated into the health-care system, experiences of the natural environments into our classrooms, satisfaction into our lives. We encourage researchers and policy makers to meet at the interface of research and policy in order to shape a positive future for our children. It is not a matter of going back to the free-range childhood of the previous centuries but rather a better understanding of principles of healthy child development, were a sense of connection to the world is created through the use of outdoor natural spaces.