

Full Planning Application 03/04428/FUL

at

Land To The West Of West Lodge, Trefoil House

2 Gogarbank

Edinburgh

EH12 9DE

**Development Quality Sub-Committee
of the Planning Committee**

1 Purpose of report

To consider application 03/04428/FUL, submitted by Barnardos. The application is for: **Erection of residential accommodation and care home to provide short break/respite care, formation of new access and associated car parking (Class8)**

It is recommend that this application be **REFUSED** for the reasons in Appendix B.

2 The Site and the Proposal

Site description

The application is in respect of a site to the west of Trefoil House, south from Gogar Bank Farm. The area of land is 0.23ha and currently operates as a kitchen garden area with nature trail. The site is screened on the west by a traditional stone wall and by mature conifer trees along the east. The West Lodge, a traditional building, lies to the west of the site and Trefoil Lodge, a grade B Listed Building lies more than 40 metres away from the application site. The site is within the Edinburgh Green Belt.

Site history

8 July 2004 Listed Building Consent was granted for the creation of a new access in the existing stone wall, reference 03/04428/LBC.

Description of the Proposal

The proposal is for the erection of residential accommodation and a care home to provide short break/respice care for children (Class 8). A single storey eight bedroomed unit is proposed on the southern part of the site. The building would measure 31 metres long and 6.2 metres in height and would be of pavilion style with atrium roof feature. The property would be finished with grey interlocking concrete tiles and harled walls.

The proposal includes the creation of a new vehicle access by forming an opening in the existing stone wall to the west of West Lodge, Trefoil House, to allow vehicular access into the proposed car park for 14 cars on the northern part of the site. Part of the wall would also to be taken down and rebuilt on a splay to allow for adequate sightlines. The gap in the stone wall would be eight metres wide. Listed Building consent has been granted for this element of the proposal.

The proposed development will result in the loss of some mature existing trees, which are not protected by a TPO and involve the restructuring of the existing garden. A tree survey has been submitted with the application. An avenue of trees would be planted along the west boundary of the development.

The applicant has submitted supporting statements which are available in the Group Rooms. These provide background to Barnado's and seek to justify the residential care home in the Green Belt.

3 Officer's Assessment and Recommendations

DETERMINING ISSUES

The determining issues are:

- do the proposals preserve the building or its setting or any features of special architectural or historic interest which it possesses? If they do not, there is a presumption against the granting of permission. For the purposes of this issue, "preserve", in relation to a building, means preserve it either in its existing state or subject only to such alterations or extensions as can be carried out without serious detriment to its character;
- do the proposals comply with the development plan?

- if the proposals do comply with the development plan, are there any compelling reasons for not approving them?

- if the proposals do not comply with the development plan, are there any compelling reasons for approving them?

ASSESSMENT

To address the determining issues, the Committee needs to consider:

- a) whether the proposed use is acceptable in this location;
- b) whether the proposals have an adverse impact on the setting of the listed building;
- c) whether the design is satisfactory given the setting of the site;
- d) whether the proposals are detrimental to residential amenity or road safety.
- e) whether the proposal would result in a detrimental loss of trees or impact upon natural heritage

a) Within both the adopted Local Plan and the Finalised Rural West Edinburgh Local Plan the proposed development site is covered by Green Belt policies. It is also covered by Countryside policies in the Ratho, Newbridge and Kirkliston Local plan.

The Edinburgh and the Lothians Structure Plan 2015 states in policy Env2 that a continuous Green Belt will be maintained around Edinburgh for the following main purposes;

- to maintain the identity of the city by clearly establishing its physical boundaries and preventing coalescence;
- to provide countryside for recreation; and
- to maintain the landscape setting of the City.

This policy has changes from the now superseded Lothian Structure Plan 1994 policy ENV8 where it was stated that the maintenance of a continuous green belt was for the following purposes:

- maintaining the identity of the city and neighbouring towns by clearly establishing their physical boundaries and preventing coalescence;
- providing countryside for recreation and institutional purposes of various kinds;
- maintaining the landscape setting of the city and neighbouring towns.

There is no provision in Structure Plan or Local Plan policies which would support the institutional use proposed in the green belt.

In their supporting statement the applicants have outlined the benefits of sharing resources with the Trefoil Centre. However, there is no operational requirement to be located in the Green Belt.

b) Kirkland Lodge (now the Trefoil Centre) and Trefoil East Lodge are both listed along with their garden walls, gateway and free-standing column. Policy E32 of the Finalised Rural West Edinburgh Local Plan states that proposals affecting a listed building or its setting will be considered for their effect on the character of the building and, if appropriate, its care and restoration.

The proposed building would be low level and would have a minimal impact upon the setting of the Listed Building. The proposed materials including grey interlocking tiles and harled walls are considered acceptable and would respect the Listed Building. The new building would be further integrated into the site by the provision of new hedge planting.

c) The proposed design is of a low level building similar to a pavilion or sports building. The building is fairly utilitarian in appearance, although the proposed roof detail provides a feature of interest. The proposed style and materials would be innocuous in the context of the green belt and the grounds of the listed building.

d) There are no Transport objections to the proposal.

e) The proposal will result in significant alterations to the landscaping of the site. On the western edge the woodland nature trail should remain virtually unaltered but for a diverted section of nature trail path. The proposed opening up of the existing access will result in the loss of some trees on the eastern side of the access. It is proposed that these be replaced with heavy standard trees including *Prunus x sargentii* and *Fagus sylvatica* "Dawyck". Some smaller trees along Ransfield Road, east of the entrance, are proposed to be removed with some replacements proposed. The level of replacement planting is considered acceptable and the impact upon the green belt will be minimal.

The northern part of the garden is screened from wider views by the existing stone boundary wall. The informal grass area will be replaced with the proposed car parking, but this will be screened with hedging and shrubs with under-planting. A more formal lawn will be created on the southern side of the building. Such alterations are considered acceptable in this location and would not detrimentally affect the natural heritage of the area.

In conclusion the effect on the setting of the listed building, the design and amenity and road safety considerations are satisfactory but there is no locational requirement for this development in the Green Belt.

It is recommended that the Committee refuses this application for the reasons that there is no over-riding justification for this additional building in the Green Belt.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

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| Contact/tel | Jennifer Paton on 0131 529 3903 (FAX 529 3716) |
| Ward affected | 03 - Dalmeny/Kirkliston |
| Local Plan | Ratho, Newbridge and Kirkliston |
| Statutory Development Plan Provision | Greenbelt/Countryside Policy |
| Date registered | 10 December 2003 |
| Drawing numbers/ Scheme | 2, 3, 5, 7-10, 12-15 |

Advice to Committee Members and Ward Councillors

The full details of the application are available for viewing on the Planning and Building Control Portal : www.edinburgh.gov.uk/planning.

If you require further information about this application you should contact the following Principal Planner, Helen Martin on 0131 529 3517. Email: helen.martin@edinburgh.gov.uk.

If this application is not identified on the agenda for presentation, and you wish to request a presentation of this application at the Committee meeting, you must contact Committee Services by 9.00a.m. on the Tuesday preceding the meeting on extension 4229/4239. Alternatively, you may e-mail blair.ritchie@edinburgh.gov.uk or sarah.bogunovic@edinburgh.gov.uk

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Consultations, Representations and Planning Policy

Consultations

Environmental and Consumer Services

The Department of Environmental and Consumer Services has no objection to the above proposed development subject to the following conditions;

The design and installation of any plant, machinery or equipment shall be such that the combined noise from all plant, machinery and equipment complies with NR25 when measured within any nearby living apartment

Transport

Application to be continued:-

- To assess the visibility at the access to the public road based on a speed survey to be undertaken by the applicant.*
- To assess the number of car parking spaces based on the number of staff members as well as the number of rooms.*

Lothian and Borders Police

Crime Profile/Risk Information

There are two elements within the built environment that can influence crime and anti-social behaviour. Community interaction, related to defensible space and territoriality, and crime features, related to elements of anonymity, lack of surveillance and choice of escape routes.

Crime is easier to commit where offenders cannot be recognised, and they will take such opportunities where they can remain anonymous. Within the built environment it is the public space and how it is organised in relation to private space that can create or reduce levels of anonymity. People may expect to see strangers in public space, or feel unable to deal with perceived anti-social behaviour in such areas and the fear of crime may become a problem. Offenders may commit crimes if they cannot be seen at any stage of the criminal act, and developments where the design prevents occupiers seeing what is taking place outside and around them are more likely to suffer from crime and associated anti-social behaviour.

See Appendix A for crime figures.

Approach/Perimeter

The entrance to the development should include features that clearly indicate the area within is a 'private' area. In this case, this could include features such as a change of surfacing within the car park by colour or texture. The issue is to create a psychological barrier that creates the impression that uninvited entry is 'trespassing'.

The layout and position of the development will allow good natural surveillance to the front of the building, with the office affording a good view of the entrance and car park.

Building

A Keypad operated system should be considered for all entrances to the development, allowing easy access for authorised persons, but offering a good level of security.

Doorsets should comply with the requirements of PAS 23 and 24 - Doors of Enhanced Security, and must meet the relevant performance specification for the material involved. All doors awarded a certificate to PAS 23 with PAS 24, or subsequent BSI allocated specification number, or awarded a BBA Product Certificate, including Enhanced Resistance Intrusion, meets the Secured By Design (SBD) requirement. Note: - Not all doors certified to PAS 23 and 24 have the necessary fire ratings applicable in Scotland. You must ensure that the supplier of the doorsets used comply fully with both requirements.

Ground floor windows should have British Standard 7950 Certification.

All windows should be securely fixed to the surrounding structure at a minimum 600mm centre, at least two points per side including head and sill.

Windows should have key-operated locking facility, unless the window is a designated fire escape point. In this case the window must be glazed with minimum 6.4mm laminated glass.

If SBD accreditation were being sought, the above with regards to doors and windows would be mandatory.

There appear to be a number of potential areas around the development where persons could conceal themselves. It should be ensured that if these areas are to be kept as part of the design of the building, that they are sufficiently lit.

Car Parking

The car park should be well lit. As previously mentioned it is overlooked by the development's office, offering a degree of natural surveillance.

CCTV

CCTV should be considered for the development. Existing CCTV systems are currently operated in similar developments.

Lighting

Lighting is a vital feature of Crime Prevention, and street lighting should conform to the requirements of BS 5489, in addition to the requirements of the Local Authority in areas to be adopted by them.

Individual security lighting should be sited, out of reach, to provide adequate coverage of vulnerable areas. Metal-halide lamps enclosed in a vandal-resistant casing offer excellent levels of lighting at reasonable running costs.

Representations

The application was advertised on 2 January 2004. One letter of objection was received from the Cockburn Association. It objects because the application is in the Green Belt.

A letter of comment was received from the Corstorphine Community Council. It states that normally the CCC would object to the development however they consider that there are special circumstances which justify allowing the proposed use in this location.

Full copies of the representations made in respect of this application are available in Group Rooms or can be requested for viewing at the Main Reception, City Chambers, High Street.

Planning Policy

The proposal is subject to the Green Belt and Countryside policies of the Ratho Newbridge and Kirkliston Local Plan and the Green Belt policies of the Finalised Rural West Edinburgh Local Plan.

Circular 24/1985 Development in the Countryside and Green Belts is of relevance. This circular attaches great importance to the need to preserve the existing designated green belts and requires that Structure Plans should describe the strategic context and general location for green belts and set out the development control policies which apply to them.

Relevant Policies:

Policy RN22 states that no development in the countryside will be permitted for purposes other than agriculture, outdoor recreation or other uses appropriate to a rural area.

Policy RN28 states that permission will not be given for new development or redevelopment in the Green Belt for purposes other than agriculture, outdoor recreation or other uses appropriate only to a rural area. Provisions for the safeguarding of amenity and the improvement of the landscape are required.

Policy E5 restricts development in Green Belt and Countryside policy areas to protect their landscape qualities, rural character and amenity.

Policy E32 seeks to ensure that proposals affecting a listed building will be considered for their effect on the character of the building. The restoration of architectural character will be an overriding consideration. Alterations will only be permitted where they respect the architectural integrity of the building.

Policy E6 states that where acceptable in principle, development proposals in the Green Belt or Countryside must meet high standards of design and landscaping and meet criteria to safeguard local amenity.

Policy ENV2 presumes against development in the Green Belt unless for the purposes of agriculture, horticulture, forestry or uses appropriate to the rural character of the area.

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Conditions/Reasons associated with the Recommendation

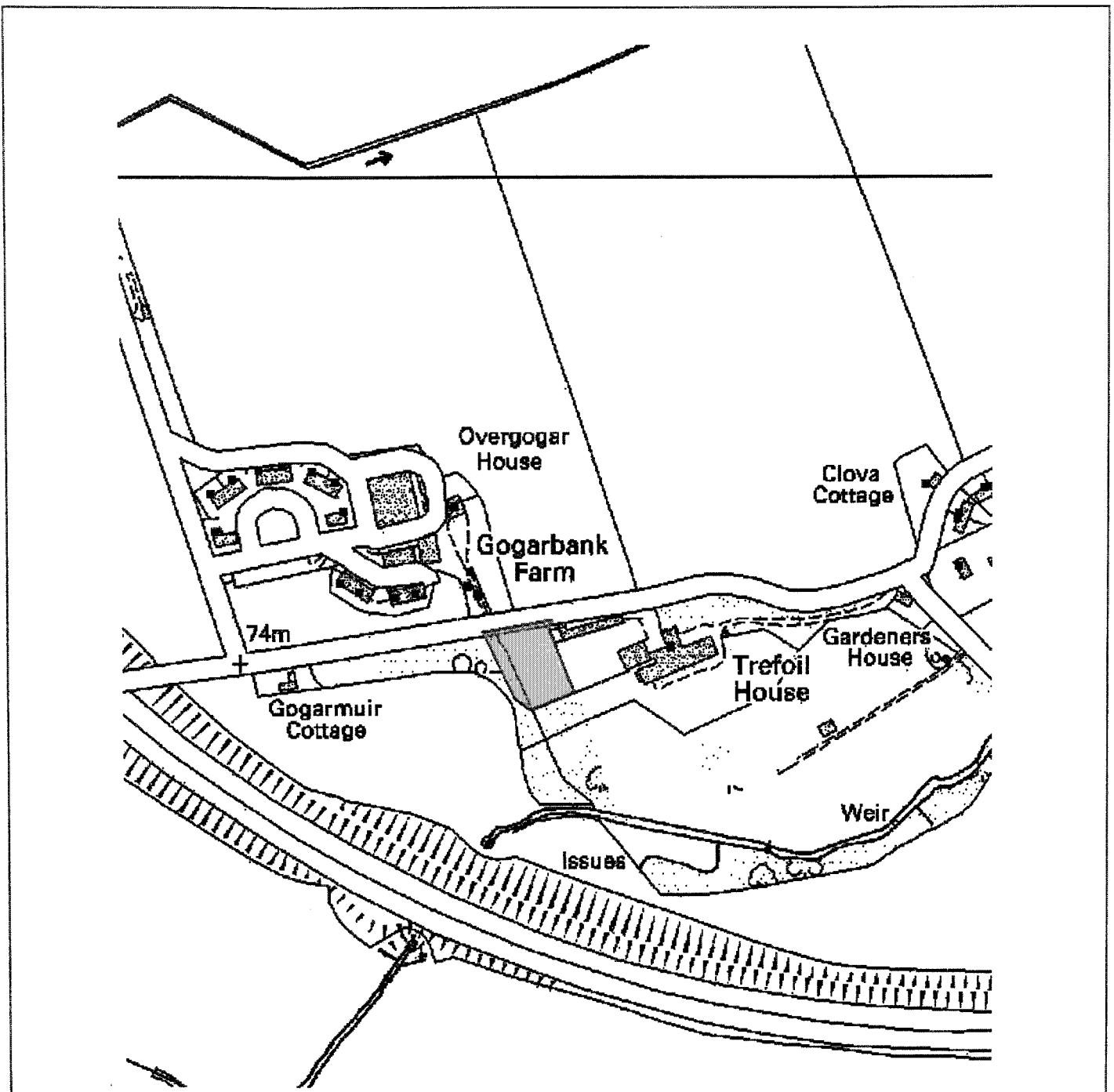
Recommendation

To recommend that this application be **Refused** for the following reasons:

Reasons

1. The proposed development is contrary to policy ENV 2 of Edinburgh and the Lothians Structure Plan 2015, policies 2.2 and 2.28 of the Ratho Newbridge and Kirkliston Local Plan and Policy E5 of the finalised Rural West Edinburgh Local Plan as it represents an additional building for which there is no over-riding justification in this area of Greenbelt.

End



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PLANNING APPLICATION

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