

**Full Planning Application**  
**at**  
**55 London Road**  
**Edinburgh**  
**EH7 6AA**

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

**Proposal:** New church, 34 serviced accommodation apartments and associated facilities and 16 flats (as amended)  
**Applicant:** Newco (691).  
**Reference No:** 02/01170/FUL

**1 Purpose of report**

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

**Conditions**

1. The development hereby permitted shall be commenced no later than five years from the date of this consent.
2. The development shall not commence until a scheme for protecting the serviced apartments hereby approved from noise from the electrical substation has been submitted to and approved in writing by the Head of Planning & Strategy; all works which form part of the approved scheme shall be completed to the satisfaction of the Head of Planning & Strategy before any part of the development is occupied. The internal noise levels in the living apartment, as a result of noise from the substation shall not exceed NR20.
3. The development shall not commence until a scheme for protecting the residential development hereby approved from noise from the railway line has been submitted to and approved in writing by the Head of Planning & Strategy; all works which form part of the approved scheme shall be completed to the satisfaction of the Head of Planning & Strategy before any part of the development is occupied.

4. The development shall not commence until a scheme for protecting the serviced apartments hereby approved from noise from the church has been submitted to and approved in writing by the Head of Planning & Strategy; all works which form part of the approved scheme shall be completed to the satisfaction of the Head of Planning & Strategy before any part of the development is occupied. (The design to be capable of reducing the worst case Lmax church noise to 10 db below the likely internal background noise level).
5. Church and serviced apartments: All music and vocals, amplified or otherwise, shall be so controlled as to be inaudible within any neighbouring premises.
6. Church and serviced apartments: The design and installation of any plant, machinery or equipment shall be such that any associated noise complies with NR25 when measured within any nearby living apartment, and no structure borne vibration is perceptible within any nearby living apartment.
7. A fully detailed landscape plan, including details of all hard and soft surface and boundary treatments and all planting, shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
8. The approved landscaping scheme shall be fully implemented within six months of the completion of the development, and thereafter shall be maintained by the applicants and/or their successors to the entire satisfaction of the planning authority; maintenance shall include the replacement of plant stock which fails to survive, for whatever reason, as often as is required to ensure the establishment of the approved landscaping scheme.
9. A detailed specification, including trade names where appropriate, of all the proposed external materials shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site; Note: samples of the materials may be required.
10. Before any part of the development is brought into use, secure, covered cycle parking shall be provided within the site to meet the standard required by City of Edinburgh Council policy, to the satisfaction of the Head of Planning & Strategy.
11. The serviced apartments, hereby approved, are sui generis (outwith any use class). The use of these apartments for any other land use, in particular residential units or a hotel, will require further planning permission.

## **Reasons**

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to protect the amenity of the occupiers of the development.
3. In order to protect the amenity of the occupiers of the development.
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5. In order to protect the amenity of the occupiers of the development.
  6. In order to protect the amenity of the occupiers of the development.
  7. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.
  8. In order to ensure that the approved landscaping works are properly established on site.
  9. In order to enable the planning authority to consider this/these matter/s in detail.
  10. In order to ensure that the level of off-street parking is adequate.
  11. In order to allow appropriate planning control over the development.
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## **2 Main report**

### **Site description**

The site lies on the south side of London Road at its junction with Lower London Road. To the east of the site lies a garage. At the rear of the site lies the main East Coast railway line approximately 3m above the level of the site. To the west of the site lies Stonecraft showroom and workshop and an electrical sub-station.

The site is within a row of single storey industrial and commercial buildings of no architectural or townscape merit.

### **Site history**

There is no relevant planning history for this site.

3 Lower London Road (Stonecraft). Conditional planning permission granted for the erection of an industrial building 12.2.97. The building is to be used as additional storage and a workshop, containing a small saw for cutting tiles.

### **Development**

The proposal relates to the demolition of the church and the clearing and redevelopment of the site.

The proposal comprises the erection of a five-storey building fronting London Road and a three and four storey building to the rear. This front building contains a 34-suite apartment hotel and a 350m<sup>2</sup> hall. This building incorporates a vehicular pend, providing access to car parking and proposed residential development to the rear. The rear block accommodates 16 flats.

The proposal has been amended to significantly alter the elevational treatment of

the front and rear building. The front building massing has been amended by setting back the accommodation to the front and gables on the top floor and by moving the building face back. The number of apartments has been reduced from 40 to 34. The rear block has been reduced in footprint and height with the number of units being reduced from 20 to 16.

The proposed materials are self-coloured render, reconstituted stone, cedar timber panels and a profiled metal roof.

## **Consultations**

### **Housing**

#### The Affordable Housing Policy

The Housing Department has worked with Planning to develop a methodology for assessing housing requirements by tenure, which supports an Affordable Housing Policy (AHP) for the City. The Affordable Housing Policy makes the provision of affordable housing a planning requirement for sites over a particular size. In the Central Local Plan area, in which this site lies, the provision for affordable housing within sites of more than 40 units is 25%. In respect of the *total* number of units in this application that amounts to approximately 16 units. The AHP requires that the type of affordable house provided should reflect the house types proposed across the site.

The fact that 40 of the units within the application are for serviced apartments may impact on our ability to insist on affordable housing. The applicants have stated that the 40 units are to be for short term lets for businesses or weekend lets etc. However, in order to ensure that the units do not become long term/mainstream lets in the future, resulting in a missed opportunity to have achieved affordable housing, we would hope that this issue could be covered in a legal agreement with Planning.

### **Transport**

I would be pleased if the application could be continued and the following matters discussed: -

1. Access to the rear flats must be by an adoptable road. This requires the pond to be 5.7m high and the road a minimum of 4.8m carriageway and one 2m footway.
2. Clarification of the relationship between the proposed church and services apartment with regard to the car parking which has to be shared.
3. Classification of use of the serviced apartments. On the application form these apartments are also described as a residential development which would require full parking provision.

### **Environmental and Consumer Services**

This Department has concerns about this proposed development because of the close proximity of the Stonecraft workshop. A noise assessment carried out by the applicant confirmed that existing noise levels from Stonecraft would cause loss of amenity to the occupiers of the proposed development.

The introduction of serviced flats at this location may restrict activities within the workshop and involve expenditure in complying with the existing planning controls applying to the Stonecraft premises. Therefore, this Department recommends that this application is refused.

However, if the committee wish to approve this application this Department would recommend the following conditions are attached.

The design and installation of any plant, machinery or equipment shall be such that any associated noise complies with NR25 when measured within any nearby living apartment, and no structure borne vibration is perceptible within any nearby living apartment.

All music and vocals, amplified or otherwise, shall be so controlled as to be inaudible within any neighbouring premises.

The development shall not commence until a scheme for protecting the serviced apartments hereby approved from noise from the electricity substation has been submitted to and approved in writing by the Head of Planning; all works which form part of the approved scheme shall be completed to the satisfaction of the Head of Planning before any part of the development is occupied (the internal noise levels in any living apartment as a result of noise from the substation shall not exceed NR20).

The development shall not commence until a scheme for protecting the residential apartments from noise from the railway line has been submitted to and approved in writing by the head of planning; all works which form part of the approved scheme shall be completed to the satisfaction of the head of Planning before any part of the development is occupied.

The development shall not commence until a scheme for protecting the serviced apartments from noise from the church hall has been submitted to and approved in writing by the Head of Planning; all works which form part of the approved scheme shall be complete to the satisfaction of the head of Planning before any part of the development is occupied (the design should be capable of reducing the worst case Lmax church noise to 10 db below likely background noise level).

## **Representations**

This application was advertised on 17th May 2002. Four letters of objection and a petition were received; their comments are summarised below:

- access and increased traffic congestion
- inappropriate scale and height and materials
- unattractive roof form
- no disabled parking provision
- no cycle parking
- no turning head
- bins are boxed in by parking
- pend not high enough

## **Policy**

The Central Edinburgh Local Plan places the site within a Housing and Compatible Uses policy area.

### Relevant Policies:

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

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

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

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

Policy CD15 (INFILL DEVELOPMENT) sets out design requirements for new infill development.

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

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

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

Policy CS5 (COMMUNITY FACILITIES - SPECIAL PROVISION) encourages the provision of community and cultural centres catering for the needs of particular

population groups on suitable sites and in compatible surroundings.

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

Non-statutory guidelines on 'MOVEMENT AND DEVELOPMENT' establish design criteria for road and parking layouts.

Non-statutory guidelines on 'OPEN SPACE REQUIREMENTS IN NEW DEVELOPMENT' set the required standards for open space provision.

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

### **3 Conclusions and Recommendations**

The determining issues are:

- 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 take account of the following specific considerations:

- a) Whether the proposed land uses are appropriate in relation to the adjacent and uses and each other.
- b) Whether the scale and design of the proposal is acceptable in terms of its relationship with the adjacent buildings.
- c) Whether the proposals provide a satisfactory residential environment for future occupiers.
- d) Whether there are any implications for road safety.

a) The Central Edinburgh Local Plan identifies this site within a Housing and Compatible Uses allocation. The proposed serviced apartment block, church and residential accommodation are land uses which accord with this allocation and represent a well considered mixed-use development which will contribute positively to the vitality of the area. For the purpose of clarity the serviced apartments are sui generis. This block will operate in a similar manner to a hotel with administration office/reception and laundry facilities. The modest number of dwellings does not trigger the requirement for affordable housing.

b) The south side of London Road and Lower London Road is predominantly single storey commercial premises. To the west, on Lower London Road, the scale

of buildings increases to three and four storey residential units. On the north side of London Road the buildings are predominantly 4-storey tenements with Meadowbank Stadium dominating the streetscene. It is also worth noting that the building will be viewed against the backdrop of the 5 storey tenements on Royal Park Terrace. The site is clearly in a transitional area retaining the building scale of its previous business/industrial land uses. The proposed development relates directly to the scale of the tenement buildings opposite, sitting slightly below the tenement ridge.

The elevational treatment has been revised to introduce a panelled treatment providing greater modelling and vertical emphasis to the facades. The front facade is divided into three vertical elements creating a rhythm, which is appropriate to the streetscene. The projected church hall facade is pulled forward at ground floor, subtly differentiating this element while complementing the overall composition. The central projecting render panel drops below the masonry base courses to emphasise the importance of the entrance. The revised front block is in contrast to the scale and massing which is currently found on this side of the street; however, it relates well to the general height of frontage buildings within the surrounding area. The adjoining sites are largely underdeveloped and offer the opportunity for a significant redevelopment. It is considered that the continuation of a tenement scale is appropriate in the context of this main approach road.

The rear building is reduced in scale to produce a subservient building, which sits comfortably in this backland setting. The stepping of the blocks, from front to rear, creates well considered transition with the railway and the other building which sit adjacent to the railway. The architectural language continues that which is used in the front building creating a unified approach. The material arrangement and fenestration are well considered and produce a hierarchy and balance to all elevations. Both the front and rear buildings use a gull wing roof profile which creates visual interest on the gables and creates a strong termination to the main facades.

The proposed materials have been amended to substitute aluminium doors and windows where uPVC was proposed. The quality of materials, including reconstituted stone, is considered acceptable, and a significant improvement on the poor quality commercial premises adjacent.

c) The location of residential development on this site has to be considered in relation to the main east coast railway on its southern boundary, Stonecraft and an electrical sub-station, located to the west. The applicant has entered into discussions with Scottish Power and it is accepted that works can be carried out to the existing substation which will ensure it is compatible with the proposed development. A condition is required to ensure these works are carried out to an acceptable standard. The applicant has provided an acoustic report, which outlines construction details, which will mitigate the impact of rail noise. A condition is required to ensure these works are carried out to an acceptable standard.

The neighbouring Stonecraft operation incorporates a workshop/store adjacent to this site. A noise assessment carried out by the applicant confirms that existing

noise levels from Stonecraft would cause loss of amenity to the occupiers of the proposed development. On 12th February 1997 Stonecraft obtained consent for the erection of an industrial building, to house storage facilities and a small saw for cutting tiles. The main Stonecraft building is consented as a showroom. At the time of determination it was noted that the adopted Central Edinburgh Local Plan identified the Stonecraft site within an area of Housing and Compatible Uses. Conditions were applied to this consent to protect neighbouring living apartments from loss of amenity and these conditions still apply. At the time of determination it was considered that this business could operate without conflict to the neighbouring residents or local plan allocation. To date no objections have been received from neighbouring residents. No objection to the proposal has been received from Stonecraft, who were notified as a neighbour. Given the nature of the business it is felt that this should be capable of operation, within the terms of its consent, and not prejudice the development of this site for residential development.

A number of serviced apartments are to be located over the new church hall and the residential block is immediately to the rear. The proposed church hall has a generous floor to ceiling height and it is accepted that measures can be implemented to ensure no loss of amenity to the serviced apartments or the residential to the rear. A condition is required to ensure that an acceptable scheme is approved and implemented.

The layout of the residential element has been revised to reduce the number of flats, incorporate larger flats and units with private garden ground. The layout provides adequate garden ground for all units including five private gardens. The open space provision represents 25% of the site, including garden provision. This level of provision is considered appropriate given the site constraints and the provision of a church and serviced apartments develop within the site.

d) The proposed development complies with the adopted standards on car parking for all proposed uses. The serviced accommodation has been provided with 0.4 parking spaces per unit. The new vehicular access is designed to an adoptable standard and has been moved away from the junction with London Road to improve circulation. As the proposal does not demonstrate compliance with the adopted standard on cycle parking it is considered appropriate to apply a condition to ensure that adequate provision is made. The proposal raises no issues in terms of road safety.

Three-dimensional information is submitted in support of the proposals.

In conclusion, the proposed development is considered to be acceptable and in accordance with the objectives of the Central Edinburgh Local Plan.

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

Alan Henderson

**Alan Henderson**  
Head of Planning and Strategy

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**Ward affected** 35 -Meadowbank

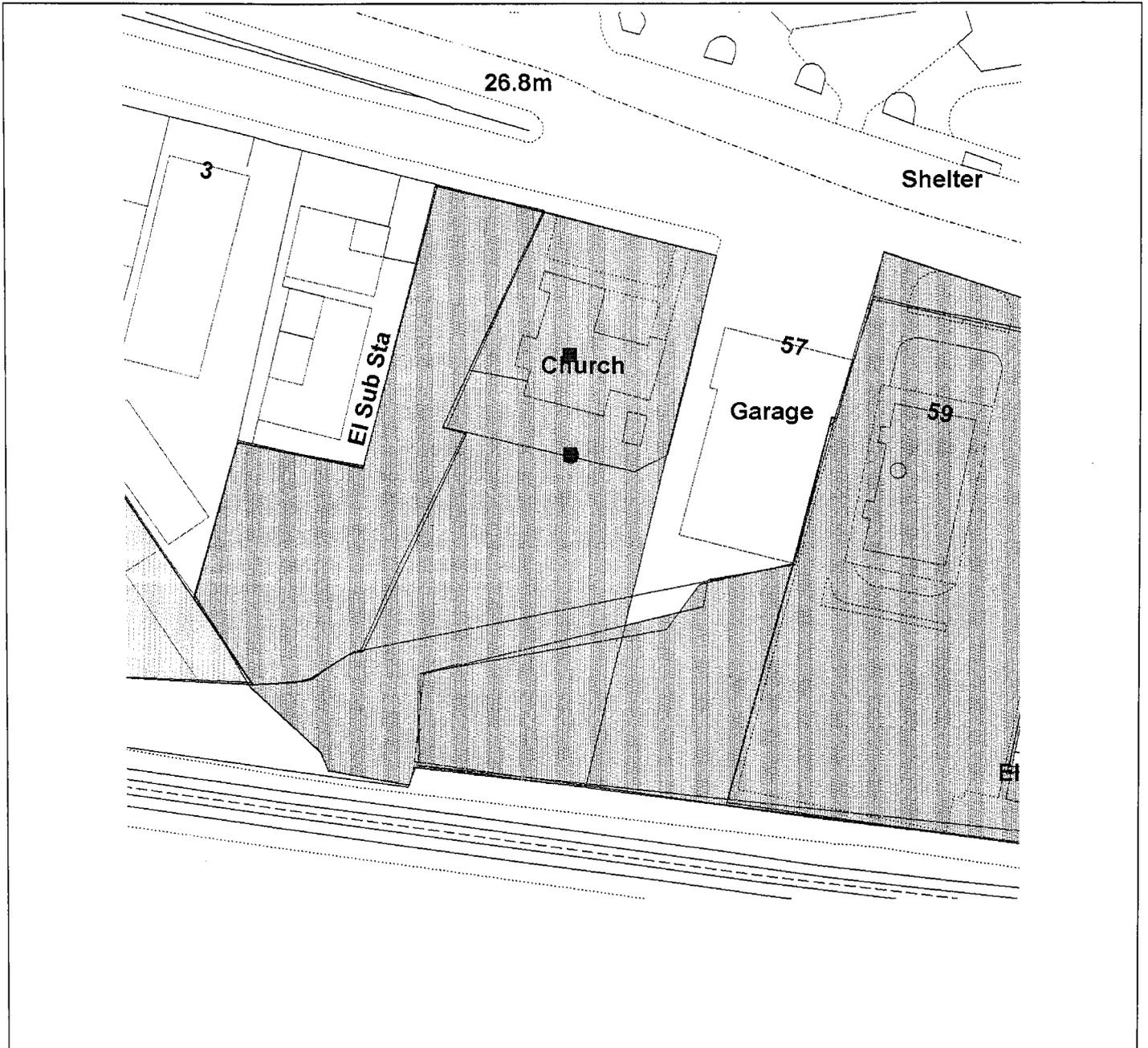
**Local Plan** Central Edinburgh Local Plan

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

**File**

**Date registered** 9 May 2002

**Drawing numbers/  
Scheme** 2371-5,1736-82575, 28656-61  
S3



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# **PLANNING APPLICATION**

<b>Address</b>	<b>55 London Road</b>		
<b>Proposal</b>	<b>New church, 34 serviced accommodation apartments and associated facilities and 16 flats (as amended)</b>		
<b>Application number:</b>	<b>02/01170/FUL</b>	<b>WARD</b>	<b>35- Meadowbank</b>
<b>THE CITY OF EDINBURGH COUNCIL</b>			
<b>THE CITY DEVELOPMENT DEPARTMENT- PLANNING &amp; STRATEGY</b>			