

**Full Planning Application 04/03459/FUL  
at  
6 Broughton Street  
Edinburgh  
EH1 3RH**

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

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**1 Purpose of report**

To consider application 04/03459/FUL, submitted by The Vestry of St Paul's + St George's Church. The application is for: **3 storey extension to the north of the church and a glass entrance pavilion on York Place (as amended).**

It is recommended that this application be **GRANTED** subject to the conditions in Appendix B.

**2 The Site and the Proposal**

**Site description**

The application property is the St. Paul's and St. George's Church which is located on the corner of Broughton Street and York Place. The original church is by Archibald Elliot 1816-18 and was extended to the east in 1891-2 by Kinnear and Peddie. The building is an elaborate piece of gothic church design and is finished in polished ashlar sandstone with delicate stone detailing.

The church hall was added later to the rear (north) of the church and takes the form of a single storey brick structure with a slated pitched roof. The hall fills the space between the church and its northern boundary. Neighbouring properties to the north of the church on Broughton Street are a mixture of residential tenements, commercial/retail uses and offices. The church offices occupy the ground floor of the building at 10-12 Broughton Street with three

residential properties occupying the entire first and second floor levels directly next to the church.

The original garden area to the west of the church was developed in the 1960's and has a four storey office building occupying the site next to the church. The modern office building continues around the church to the north and sits between the church site and York Lane. The remaining area at the west is made up of concrete slabs and is currently used as car parking. The area is bound by non-original railings and also contains a cast iron lamp standard and a small Birch tree.

The building is category A (A group) listed (Item No. 625) and is located within the New Town Conservation Area and World Heritage Site.

### **Site history**

04.02.2005 - Listed building consent not required for the three-storey extension to north of church, entrance pavilion on York Place (West) as the ecclesiastical pilot scheme ended on 31 December 2004 and has not been renewed. (04/03459/LBC)

### **Description of the Proposal**

The application is for the removal of the existing church hall to the north of the church and replacing this with a new hall space and erecting a new glass pavilion within the space to the west elevation of the church.

The proposed replacement extension will be a three storey contemporary addition finished in wet dash render, rainscreen cladding with a flat roof and structural glazing. Windows on the replacement building will be located at roof level and the rear (north) elevation. The proposed extension will fully enclose the existing windows on the north elevation of the church. One of the stained glass windows on the west elevation will be removed and will replace an existing leaded window on the same elevation.

The proposed replacement extension will be used to accommodate multi-purpose spaces including kitchen and toilet facilities with the ground floor level used as an extension to the main body of the church.

The proposed pavilion will take the form of a single storey oval shaped glazed structure set within the space between the west elevation of the church and the modern 1960's office building on the corner of York Place and York Lane. The pavilion will have a slim bronze and single ply roof supported on two slender metal columns set inside the structure. The link between the pavilion and the church will also be formed in glass with a glass roof and, although this will enclose the stone doorpiece, it will not make physical contact with the existing elevation. The ground will be repaved using Caithness stone paving which will continue into the pavilion.

The proposals also include the removal of the existing low boundary wall and railings around the car parking area and installing lighting bollards. The existing small birch tree within the corner will be replaced with a new tree.

The proposals were amended to show a wider glazed link from the pavilion to the church, detach the glazed link from the church and amend the boundary treatment around the pavilion. The overall height of the proposed replacement extension was also reduced.

Supporting statements were submitted by the agent and the church. These are available in the Members Group Room.

### **3 Officer's Assessment and Recommendations**

#### **DETERMINING ISSUES**

The determining issues are:

- Do the proposals harm the character or appearance of the conservation area? If they do, there is a strong presumption against the granting of permission;
- 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 proposals have an adverse impact on the building or its setting;
- b) Whether the proposals have an adverse impact on the character or appearance of the conservation area;

- c) Whether the design is satisfactory given the setting of the site;
  - d) Whether the proposals are detrimental to residential amenity or road safety.
- a) Due to the enclosed nature of the rear (north) elevation of site the replacement extension will be largely hidden from public views and will respect the principal views of the church building and its setting.

The proposed replacement church hall will be approximately 600mm higher than the existing ridge of the church hall and, although three storey, the basement level will occupy an area of deep solum which will help to minimise its overall height.

Although the proposed glass pavilion to the west elevation will have an impact on the setting of the listed building the proposals have to be considered in terms of the context within which the existing elevation is situated. The principal views of the church are achieved from the south and east along York Place and Picardy Place, with the east elevation of the church having a well maintained garden area and boundary treatment. The west elevation of the church is mainly viewed at oblique angles from York Place with the west elevation obscured in a variety of views by the projecting office building.

The church did historically enjoy a generous setting with OS maps showing a large formal garden area running west to York Lane. The introduction of the modern four storey office building has compromised this special setting and significantly reduced the amount of space in front of this elevation.

The architectural and historic significance of the entrance (west) elevation is fine and this is not in question. However, the proposed glass structure will be respectful of the limited setting this elevation enjoys and will continue to retain the elevation in-tact and allow the masonry to remain unaffected. The use of a frameless glazed structure with two internal slender support columns will continue to allow the elevation to remain legible from both within the structure and street. The roof will obscure some views of the elevation but the overall appreciation of the elevation will be retained.

The pavilion will be set centrally over the elevation and will retain the symmetry of this elevation and will respect its original architectural composition. As a completely removable structure, the pavilion will allow for future removal and will not damage the existing elevation.

The use of the existing paved area as car parking provides an unsatisfactory setting for this historic building and the proposal will go some way to rationalising the use of this space and will enhance the appearance of this currently dreary area. The agent has submitted photomontages, a computer animated walk-through and a scale model to demonstrate the impact the pavilion and extension will have.

The proposals will have no adverse impact on the building or its setting within this context.

b) The character of the New Town Conservation Area is described in the Central Edinburgh Local Plan as follows:

*"A planned urban concept of European significance, the New Town has an overriding character of Georgian formality. The First New Town, built to James Craig's 1767 plan, has experienced significant redevelopment, while the Second, Third and Fourth New Towns, which were laid out on estates to the north, east and west retain most of their original buildings. Stone built terrace houses and tenements, built to the highest standards, overlook communal private gardens; to the rear are lanes with mews buildings, many of which are now in housing use. The importance of the area therefore lies in the formal plan layout of buildings, streets, mews and gardens and in the quality of the buildings themselves. Many of the New Town's buildings are listed category 'A' of national importance and the area contains some of the city's finest interiors."*

As the existing church hall to the north of the site is not original to the main church and is of lesser significance than the church itself, the proposal to remove this element is acceptable. The proposed replacement extension will represent a high quality addition to this secondary elevation and will be finished in materials appropriate to its surroundings. The replacement extension will occupy a similar footprint to the existing hall and will be sympathetic to the backland nature of this part of the conservation area.

Although the existing windows on the rear (north) elevation will be enclosed by the replacement extension, they will remain visible from within the extension and the church itself. This will retain the original fenestration and will respect the appearance of the historic building. The proposal to move one stained glass window on the west elevation will allow a further access point on the upper floor and will retain this important window within the church. Conditions are recommended for a survey of existing windows to be submitted and a method for removal to be outlined to ensure this is undertaken sensitively.

The existing space between the west elevation and the 1960s office block makes little positive contribution to the character and appearance of the conservation area. The proposal to erect a minimal glazed structure in this area will respect the character of this space and maintain a sense of openness. The use of a continuous paving material around and into the pavilion will enhance this space and provide a high quality foreground for the new structure and the existing church.

The boundary to the church will be defined by a different paving material and low level bollards. This will allow the church ground and public footpath to remain distinguishable and provide a minimal definition between these spaces. A condition is recommended for details of the bollards to be submitted.

The proposals will preserve the character and appearance of the conservation area.

c) The proposal to use a contemporary form for the replacement extension will complement the historic character of the building and will enhance its function as an active church. The replacement extension has been modelled to ensure any future re-development of the adjacent site to the north and west is not prejudiced by overlooking or overshadowing.

The church is keen to promote a modern identity. The proposed glazed pavilion is a bold approach to providing an entrance feature for the church which respects the historic nature of the building and enhances its use. The proposed pavilion will be an element of interest within the streetscene and set back from the building line of the existing church on York Place it will add variety to the historic streetscape whilst identifying the church as an active community function.

Edinburgh's 'Urban Design Standards' and the Scottish Executive's 'Designing Places' both promote opportunities for good design. The proposals represent an opportunity to add interest and variation within this historic context and adapt this building to allow for its continued use.

The design of the replacement extension and pavilion is appropriate given the setting of the site.

d) In response to the tight urban context the proposed replacement extension has been designed with massing and fenestration to minimise the impact on the neighbouring dwellings. Detailed privacy and daylighting calculations have been submitted with the application and fully assess the impact the proposals will have on neighbouring residential properties.

The rear windows of the residential units at 10-22 Broughton Street overlook the development site. Following an initial analysis of the impact on daylighting the upper floor has been reduced in height by 500mm at eaves level. The revised proposal results in a vertical skylight factor to window K (rear of 22 Broughton Street) being reduced from 12.5% to 11.5%. This represents an 8% reduction which is within the 20% permissible reduction as stated in the adopted guideline. Development to the rear of windows J and K (12 Broughton Street) would result in an 18% and 19% reduction in vertical skylight factor respectively. While this level of reduction is within permitted levels a further assessment of the internal daylight factor has been calculated, as both windows are in the same flat and the existing light levels are particularly low. Window K is to a bedroom and will have a daylight factor of 1.30%, which is above the 1% recommended minimum for a room of this type. Window L is to a Kitchen and will have a daylight factor of 1.66%, which is below the 2% recommended minimum for a room of this type. This unit occupies the entire first floor of this building, having three windows to the rear, one window to the side and five windows to the front. While the level of impact to one window is below the recommended daylight factor the unit will

generally maintain a very high level of daylight and there is no prospect of any development which could affect daylight received from windows to the front or side. In these circumstances a minor departure from the adopted guidance is considered acceptable.

Given the constraints of the site the level of impact on neighbouring dwellings is considered acceptable.

Windows are positioned to respect the privacy of neighbouring properties. A condition is recommended for the windows on the upper floor to be filled with obscured glazing up to 1.8m above floor level to further ensure that no privacy is breached.

Conditions are also recommended to control the noise and odour output from the replacement extension, which will ensure the amenity of neighbours is respected.

The proposed pavilion is surrounded by office accommodation and will have no adverse impact on the amenity of neighbours.

The proposals will not be detrimental to residential amenity or road safety.

In conclusion, the proposed replacement extension and pavilion are a creative approach to meeting the needs of an expanding church, whilst providing an element of interest within the historic streetscene of the New Town Conservation Area and the World Heritage Site.

The proposals comply with the development plan, preserve the character and appearance of the conservation area and the building and its setting, and has no detrimental impact on road safety. The impact on residential amenity in terms of daylight has been minimised and is acceptable in the circumstances.

There are no material planning considerations, which outweigh this conclusion.

It is recommended that the Committee approves this application, subject to conditions requesting details of materials, the replacement tree, the method used to remove the stained glass windows, the bollards, recording by the Royal Commission and conditions controlling glazing and noise and smell output.

As Historic Scotland have objected to this proposal, it is recommended the application is referred to the Scottish Ministers.

Alan Henderson

**Alan Henderson**  
Head of Planning and Strategy

<b>Contact/tel</b>	Damian McAfee on 0131 529 3529 (FAX 529 3717)
<b>Ward affected</b>	18 - New Town
<b>Local Plan</b>	Central Edinburgh Local Plan
<b>Statutory Development Plan Provision</b>	Office Core
<b>Date registered</b>	8 October 2004
<b>Drawing numbers/ Scheme</b>	01-10, 12, 13, 15-18, 20-32 Scheme 2

#### **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](http://www.edinburgh.gov.uk/planning).

If you require further information about this application you should contact the following Principal Planner, Martin Easson on 0131 529 3989. Email: [martin.easson@edinburgh.gov.uk](mailto:martin.easson@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](mailto:blair.ritchie@edinburgh.gov.uk) or [sarah.bogunovic@edinburgh.gov.uk](mailto:sarah.bogunovic@edinburgh.gov.uk)

**Application Type** Full Planning Application  
**Application Address:** 6 Broughton Street  
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## Consultations, Representations and Planning Policy

### Consultations

#### Historic Scotland

*Under the provisions of the 1992 GDPO, Historic Scotland wishes to object to the proposed scheme of works at St Paul's and St George's Church. Whilst the requirement of the church to provide for the needs of its expanding congregation is appreciated, the scale of the proposed works and their effect on the character of this building of outstanding architectural interest are matters of great concern. The issues set out in this letter relating to the application for planning permission and listed building consent were raised following pre-application discussions and a site visit in early June, and our subsequent letter to Nancy Jamieson of 16 June 2004.*

*Firstly, with regard to the existing church hall, it appears to have been constructed in 1891 to designs by architects Kinnear & Peddie. Whilst the exterior is not of the highest merit, the internal timber roof structure is of some interest, and the roof was repaired within the last ten years using public money. Certainly a reasoned justification for its demolition will be required, and if accepted, a plan for salvaging the roof fabric should be prepared. It is noted that partial removal of two fine traceried windows (one including stained glass) is now proposed to provide access to the new offices and multi-purpose rooms at the upper level. In view of the high quality of these windows, we wish to object to this aspect of the proposal in the strongest terms.*

*As previously indicated, we have significant concerns about the glazed link from the new reception area to the west front of the church. A site visit and further research have strengthened these concerns. The symmetrical west elevation was clearly designed as the principal entrance elevation, incorporating an elaborately moulded doorway, a beautiful traceried stained glass window, crenellated gable and distinctive octagonal turrets, based on 15th-16th century Anglican models (principally St Mary's Parish Church, Beverley, Yorkshire). The church appears to have always retained an area of open space at the west end, which enables this elevation to be seen, and gives the building more presence and depth on York Place. Whilst a low glazed structure could probably be accommodated, the area appears more limited in*

real life than it does on the plan, and the reflective nature of the reception building would prevent a full enjoyment of the impressive doorway and entrance elevation. This doorway is described in the *Buildings of Scotland Edinburgh* volume as: 'a scholarly design compared with that of St John, Princes Street' (a contemporary Episcopal church by William Burn). It seems unlikely that the attachment of the glazed link to the doorway could be achieved without physical damage to the stonework. It is noted from the Design Statement that the new glass pavilion is not intended to be a habitable or usable space.

It is understood that planning permission is not required for the internal works, and that these are also exempt from listed building consent. However, Historic Scotland made an award of grant towards fabric repairs to the building on 10 November 1995. The Church should be aware of the conditions attached to the award of grant and accepted by them, in particular conditions M and S.

M. 'That for a period of 11 years from the date of this letter any proposal to alter, extend or demolish the property or any part thereof will require the approval of the Secretary of State (now the Scottish Ministers), who, in considering any proposal for alteration or extension, will have regard to whether it is likely to affect the character of the building. This is in addition to any requirement there may be to obtain listed building consent, or any other permission.'

S. 'That the Secretary of State (now the Scottish Ministers) may recover the whole or part of any grant paid if any of the foregoing conditions of grant are not complied with.'

We would like to record considerable reservations about the effect of the gallery proposals and the possible removal of fixtures including the pulpit, screen, choir stalls and Memorial Chapel screens. Although the original building had side galleries and an organ gallery, the Kinnear & Peddie alterations and extensions of the 1890s removed these to create a more ecclesiologically 'correct' arrangement of nave and chancel (more like the model of St Mary's Beverley), which was eventually completed before the First World War with fittings such as the timber pews, lights, screen, pulpit, organ, reredos and choir stalls. The resulting ensemble, which is little-changed since the 1920s, has very impressive and beautiful qualities of space, light and craftsmanship, all of which will be seriously compromised by the reintroduction of galleries and the removal of fixtures. On entering at the west end, it would no longer be possible to enjoy the dramatic views to the decorative ceiling of the nave and along to the chancel. Many of the outstanding stained glass windows (including the great west window by William Wailes, 1849) would be almost completely obscured by the galleries. Presumably a new lighting scheme involving more artificial light would also be required. The removal of the carved timber fixtures, particularly the pulpit, screens and the choir stalls, would greatly diminish the quality of materials and craftsmanship represented in the building.

Clearly the decisions regarding the interior are for the church alone to conclude after the grant conditions expire in November 2006, but we would strongly encourage avoidance of any unnecessary damage to the high architectural interest of the building. Any changes proposed to the building before that date should be agreed in writing with the Grants Section of Historic Scotland, in addition to the normal permissions and consents required by the local authority.

## **Environmental and Consumer Services**

*Environmental Health has serious concerns regarding this proposed development. These concerns stem from the close proximity of residential properties possibly being affected by smell due to the fact that the kitchen extract system has an extract point at a lower level than the residential property windows.*

*Whilst the operation will be low volume and approximately 20 events per year, it is anticipated that it will be impossible to control the number of cooking events through the planning process as this would be unenforceable.*

*However, the existing kitchen extract exhaust point is at a similar height and closer to the existing flats. Thus the proposed increase in distance would be seen as a planning gain.*

*Therefore, Environmental Health will support the application subject to the following conditions:*

*The design, installation and operation of any plant, machinery or equipment shall be such that any associated noise complies with NR25 when measured within any nearby living apartment.*

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

*The kitchen shall be ventilated by a system capable of achieving 30 air changes per hour, and the cooking effluvia shall be ducted to roof level of the north extension all to the satisfaction of the Head of Planning.*

## **Representations**

The application was advertised on 22 October 2004.

Two letters of representation were received.

A residential neighbour objected to the proposals on the grounds that the extension will overlook their flat and impact on daylighting and privacy.

The AHSS objected to the proposals on the following grounds:

- The alterations are too radical and will not be positive.
- The design statement is superficial and needs to be a conservation plan.

***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 application property lies within the Office Core area of the Central Edinburgh Local Plan.

### Relevant Policies:

Policy CD2 (LISTED BUILDINGS) sets out criteria for assessing proposals affecting listed buildings and seeks to safeguard their character and setting.

Policy CD19 (BUILDING ALTERATIONS) sets out requirements for the design, form, materials and positioning of alterations and extensions.

Policy CD4 (CONSERVATION AREAS) requires that developments in a conservation area retain all features which contribute to the area's character and appearance.

Policy CD5 (CONSERVATION AREAS - REDEVELOPMENT) sets out the criteria against which new development in conservation areas will be assessed, and seeks to preserve or enhance their character and appearance.

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 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 H11 (HOUSING AMENITY) establishes a presumption against new development and changes of use likely to introduce increased levels of traffic or activity to the detriment of residential amenity or to the reasonable prospects of further residential development where this is an objective of the Local Plan.

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

Non-statutory guidelines on the 'SETTING OF LISTED BUILDINGS' supplement local plan conservation and design policies, providing guidance for the protection and enhancement of the setting of listed buildings.

Non-statutory guidelines on Edinburgh Standards for Urban Design sets criteria for the quality of design in new development to maintain and improve the visual image and identity of Edinburgh.

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## Conditions/Reasons associated with the Recommendation

### Recommendation

It is recommended that this application be **GRANTED** subject to the conditions below.

### Conditions

1. The application shall be referred to the Scottish Ministers prior to determination.
2. The development hereby permitted shall be commenced no later than five years from the date of this consent.
3. 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.
4. All music and vocals, amplified or otherwise, shall be so controlled as to be inaudible within any neighbouring premises.
5. The kitchen shall be ventilated by a system capable of achieving 30 air changes per hour, and the cooking effluvia shall be ducted to roof level of the north extension, all to the satisfaction of the Head of Planning & Strategy.
6. The proposed windows on the upper floor of the extension shall be filled with obscured glazing up to a minimum height of 1.8 metres and shall remain in place in perpetuity to the satisfaction of the Head of Planning and Strategy.
7. 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.

8. Details of the relocation for the existing cast iron lamp standard shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
9. A detailed survey of the existing stained glass windows on the north elevation shall be submitted and submitted to the Head of Planning & Strategy before work is commenced on site
10. Details of the method/s proposed for the removal of the stained glass windows, where they shall be installed and the methods to be used to install the units shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
11. Details of the upper floor doorways located within the existing windows shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
12. Details of the proposed bollard luminaries shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
13. Details of the proposed replacement Birch tree shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
14. The approved replacement Birch tree shall be installed 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 the tree which fails to survive, for whatever reason, as often as is required to ensure the establishment of the approved scheme.
15. The Royal Commission on the Ancient and Historical Monuments of Scotland shall be given access to the site, at any reasonable time in a period of at least three months from the date of this consent, for the purposes of recording the building, structure or other item of interest.

## **Reasons**

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
3. In order to safeguard the amenity of neighbouring residents and other occupiers.

4. In order to safeguard the amenity of neighbouring residents and other occupiers.
5. In order to safeguard the amenity of neighbouring residents and other occupiers.
6. In order to safeguard the amenity of neighbouring residents and other occupiers.
7. In order to enable the planning authority to consider this/these matter/s in detail.
8. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
9. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
10. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
11. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
12. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
13. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.
14. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.
15. In order to safeguard the interests of archaeological heritage.

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**End**

## Appendix C

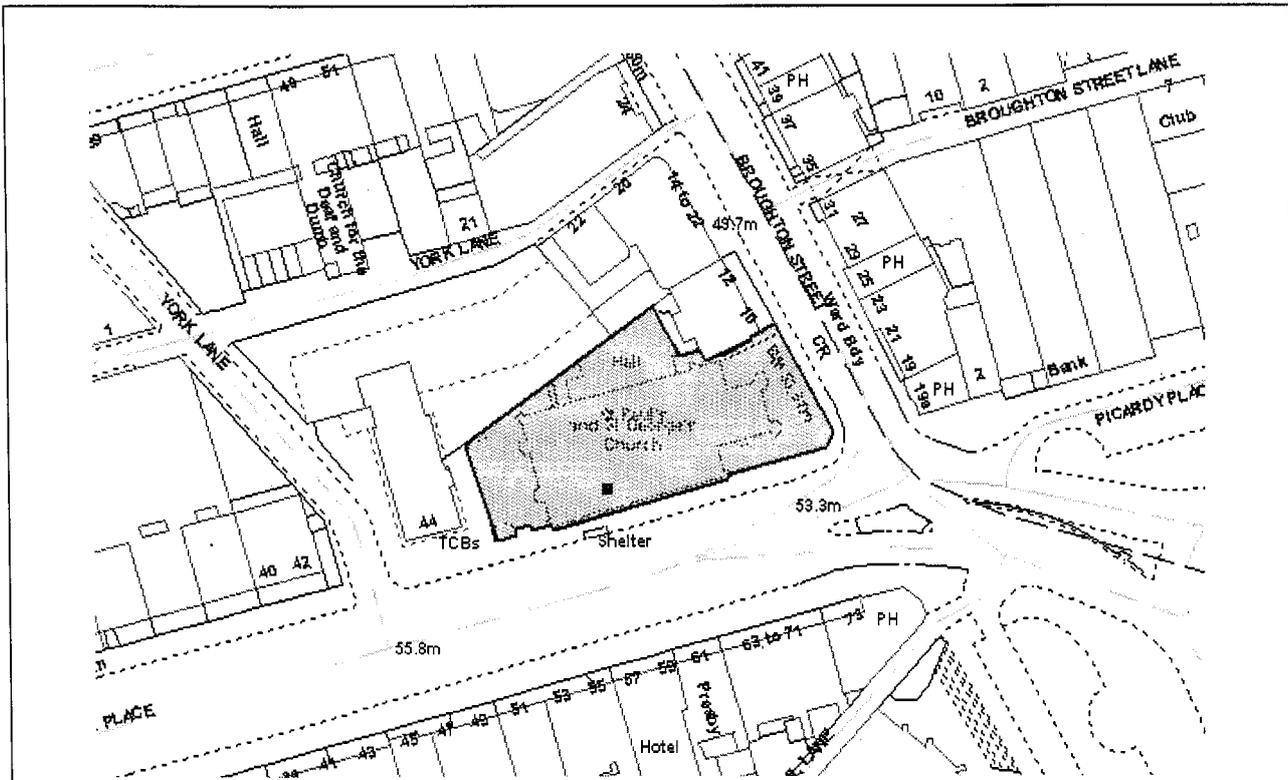
**•EDINBURGH•**  
THE CITY OF EDINBURGH COUNCIL

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### Location Plan



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