

Full Planning Application
at
8 Hopetoun Street + 56 Annandale Street
Edinburgh
EH7 4ND

Development Quality Sub-Committee
of the Planning Committee

Proposal: mixed use office and residential development
Applicant: Bluebell Estates Ltd.
Reference No: 03/03523/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. 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.
3. 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.
4. Prior to the occupation of the development, the internal site road shall be constructed to the Council's adoptable standards.

5. The footway on Hopetoun Street adjacent to the site must be reconstructed or resurfaced to the satisfaction of the Director of City Development.
6. All residential car parking will be communal i.e. not allocated to specific residential units and will be available for use by visitors to the development.
7. Prior to planning consent being granted, the applicant shall enter onto a suitable legal agreement with the Council with regards to:
 - The provision of a financial contribution to the Council's Safer Routes to School budget.
 - The provision of 13 affordable units on the site.
 - The provision of an adopted road to the north boundary of the site, enabling access to the neighbouring site.
8. For the office development, 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.
9. For the residential development, the design and installation of the lift plant, machinery or equipment shall be such that noise from all plant, machinery and equipment complies with NR20 when measured within any nearby living apartment, and no structure borne vibration is perceptible within any nearby living apartment.
10. The lift housings require to be structurally separate from any living apartment and full details shall be submitted to and approved in writing by the Head of Planning and Strategy, prior to the occupation of the residential units.
11. 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.

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.
3. In order to ensure that the approved landscaping works are properly established on site.
4. In order to safeguard the interests of road safety.
5. In order to safeguard the interests of pedestrians.
6. In order to ensure compliance with the Council's parking standards.

7. In order to assist the Council in providing improved pedestrian and cycle facilities within the vicinity of the development; in order to ensure that the development complies with the Council's affordable housing policy; and in order to enable access provision to any future development of the land to the rear.
 8. In order to safeguard the amenity of neighbouring residents and other occupiers.
 9. In order to safeguard the amenity of neighbouring residents and other occupiers.
 10. In order to protect the amenity of the occupiers of the development.
 11. In order to enable the planning authority to consider this/these matter/s in detail.
-

2 Main report

Site description

The application site lies to the north of Hopetoun Street at the corner with Annandale Street. It comprises a series of one and two storey vacant industrial units and disused allotments. The only unit currently in use is the single storey unit at 8 Hopetoun Street, which is a ceramic painting workshop and cafe. Part of the application site is being used as a temporary site office associated with the construction of the residential development on the opposite side of Hopetoun Street.

The land to the south, on the opposite side of Hopetoun Street, is being developed by Bryant Homes for 137 residential units and 1,476-sq m of office floor space, which includes a greened pedestrian link through the site. To the east of the application site is a warehouse owned by the Royal Bank of Scotland. To the north is the Bellevue cash and carry warehouse, which is accessed off McDonald Place, and two storey residential units accessed from Annandale Street. The LRT bus depot lies to the south west of the application site, with two-storey residential units on the opposite side of Annandale Street.

The area is characterised by a mix of established two-storey and tenemental housing, new-flatted residential development, industrial, commercial and business uses.

Buildings on the application site are not listed and do not lie within a conservation area.

Site history

Planning permission was granted in 2002 for the change of use from offices to a ceramic painting studio with cafe at 8 Hopetoun Street (02/01280/FUL). The offices had been in use by the RNLI.

Development

The proposal is for the erection of a mixed office and residential development.

SCHEME 1

The application, as originally submitted, proposed 2500sq m of office floorspace and 72 residential units. The office element was located within one block situated at the western end of the site. It would have an L-shaped footprint, with an external landscaped area to the rear accessed from the second floor. The block would, therefore, appear as three-storey from the front elevation and two-storey from the rear.

The residential units would be a mix of 1, 2 and 3 bedroom flats housed within two separate blocks. The main one would be centrally located within the application site, whilst the smaller block would be positioned to the east of the pedestrianised green route. This would be a continuation of the green route established through the mixed office and residential development on the opposite side of Hopetoun Street.

The residential blocks would both be four-storeys in height. The flats on the fourth floor would be set back to reduce the perceived height of the blocks. Those flats on this floor in the central block would have private decked areas to the front and rear. One unit on the first floor would have a decked area to the rear, the railings of which would be 9.2m from the rear boundary. The other two properties in the central block with balconies at the rear would be a minimum of 16m from the boundary with the residential properties.

The residential blocks would be set back from the road frontage. This would allow for soft landscaping and tree planting with bench seating within a 2 metre wide strip at the back of the footway. Raised private lawns would be provided for those flats on the Hopetoun Street frontage. Raised timber decking with seating areas and soft landscaping would be an amenity space provided to the rear of the residential units. An additional area of amenity space would be situated to the rear of the residential blocks, on the opposite side of the internal access road.

Access to the site would be taken from Hopetoun Street in between the office block and centrally positioned-flatted development. It would provide access to basement level car parking and external garages. A landscaping strip would be situated between it and the rear gardens of the properties on Annandale Street and the cash and carry warehouse.

Materials include off-white, smooth textured acrylic render, with honed stone infill panels. The office block would incorporate granite rainscreen cladding to the service area.

The application was supported by a letter from a firm of property advisers (GVA Grimley), which confirmed that the property at 56 Annandale Street was marketed for approximately two years. During this time little interest was expressed in the property.

A letter was also received from Castle Rock Housing Association that stated its commitment to developing the affordable housing policy on this site. Its preference would be for these units to be in a self-contained block.

SCHEME 2

An amended scheme was submitted on 11th February.

The office floorspace has not altered. The main difference is that the office core has been reduced in height to correspond with the eaves level of the residential blocks. The roof top plant room has been reduced in size and reconfigured so that it is positioned towards the centre of the building. The roof landscaping has been revised so that access is restricted to the area immediately in front of the glazing.

The residential element of the proposal was also revised. The number of units was reduced to 62 from 72, 13 of which would be allocated for affordable housing provision. The upper floor of the flats was set back 3 metres from the front and 3.5 metres from the rear. The height of the stairs serving the flats has been reduced. The balustrade detail has been changed to vertical metal railings, in order to reduce the perceived height of the building at the rear. The floor area of the larger residential block has been increased, as the building has been widened by 350mm northwards.

In response to issues raised by Transport, the plans were amended to show disabled parking and cycle spaces, in addition to a shower on the second floor of the office block. The housing association now involved with the proposed development advised that it would require 50% car parking provision.

Indicative drawings were submitted showing how the application site could provide a vehicular link with the cash and carry site to the rear, if it was to be redeveloped. The access road could provide access to any underground parking required by the adjacent site. The plan also indicated how the pedestrianised green route would continue northwards.

Minor changes were made to the parking layout to allow for motorcycle parking. Barriers to the basement were removed to allow visitors and tradesmen to park in these areas.

Further minor amendments were made to the location and width of the access point to the potential development site to the rear.

Consultations

Education

There is spare capacity available in the catchment schools to serve this site. Accordingly, there is no objection to this application.

Environmental Services

This development will be introduced to a mixed residential and light industrial area.

The cash and carry to the rear of the site has all mechanical plant installed within their building and it is not anticipated that this will have an impact upon the proposed development.

The warehouse use adjacent to this site is Class 4 and is also adjacent to existing housing.

The plans indicate that the lifts servicing the residential blocks are located immediately adjacent to bedrooms. This is of concern as disturbance due to noise from the lift operation is likely.

This Department therefore has no objections to this application subject to the following conditions:

Office

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.

Residential Development

The design and installation of the lift plant, machinery or equipment shall be such that noise from all plant, machinery and equipment complies with NR20 when measured within any nearby living apartment, and no structure borne vibration is perceptible within any nearby living apartment.

The lift housing requires to be structurally separate from any living apartment.

Housing

SCHEME 1

In Broughton Ward, in which this site lies, the provision for affordable housing within sites of more than 25 units is 25%. In this case, that would amount to approximately 18 units given the proposed total number amounts to 72. The AHP requires that the type of affordable housing provided should reflect the house types proposed across the site.

This Department welcomes the provision of affordable housing in the application. However, we note that the applicant is only proposing to include 15% affordable units, which is approximately 10 units. The applicant has given no justification for this lower provision, more provided information as to where the affordable units are to be located.

It is recommended that the application be refused.

SCHEME 2

As the new development is for 62 units, the Department would require 25% of this through the Affordable Housing Policy - 15 units. The applicant has provided 13 units on site in one block. If no other alternative location for the additional 2 units can be provided, the Department is willing to accept the developer's justification for the reduced number of Affordable Units on the site.

Transport

SCHEME 1

The proposal does not meet with the Council's Parking Standards. A revised application should be submitted showing compliance with these standards.

SCHEME 2

No objections subject to the following conditions being applied.

1. The developer is required to enter into a suitable legal agreement to provide £10,000 to the Council's Safer Routes to School budget.

Reason: In order to aid the Council in providing improved pedestrian and cycle facilities within the vicinity of the development and therefore encourage alternative forms of transport to the private car, especially parents who would normally drive their children to school.

2. The footway on Hopetoun Street adjacent to the site must be reconstructed or resurfaced to the satisfaction of the Director of City Development.

Reason: To improve the pedestrian amenities in the area of the development.

3. All residential car parking will be communal i.e. not allocated to specific residential units and will be available for use by visitors to the development.

Reason: In order to comply with the Council's parking standards.

All accesses must be open for use by the public in terms of the statutory definition of 'road' and require to be the subject of applications for road construction consent.

The minor alterations subsequently received met with the approval of Transport.

Representations

The application was advertised on 17 October 2003 as a potential departure from the development plan, and neighbour notification was carried out on 19 September 2003.

SCHEME 1

Eleven letters of representation have been received. They are from Malcolm Chisholm MSP; Mark Lazarowicz MP; the New Town, Broughton and Pilrig Community Council; Spokes; Lothian Buses; Renaissance; and local residents, in addition to a petition with 23 signatures submitted by local residents. The issues raised are as follows:

1. Out of character/proportion.
2. Too high.
3. Parking issues.
4. Overshadowing and loss of light.
5. Loss of privacy.
6. Does not conform to guidelines.
7. Increased noise and pollution.
8. Does not reinforce ground level street life.
9. Does not follow tenemental form.
10. No cycle parking is shown.
11. Residential development is incompatible with the Bus Depot.
12. Design has little architectural merit.
13. Security compromised.
14. Insufficient green areas.
15. Implications for wildlife in the area.
16. No boundary treatment details.
17. New road will be adjacent to existing residential gardens.

SCHEME 2

The New Town, Broughton and Pilrig Community Council made comments regarding the amended scheme's proposed design and use of materials. Concern was also expressed about the little amount of light afforded to the proposed ground floor flats and that there was no indication whether the proposal includes an affordable element.

Neighbours were notified of the amended scheme and 13 letters of objection were received. 11 of these are standard letters. The issues raised by all of the letters of objection are as follows:

1. Out of character/proportion.
2. Overshadowing.
3. Loss of privacy.
4. Future development of cash and carry site will dwarf
5. Existing properties.

6. Parking issues.
7. Increased noise and air pollution.
8. Increased volume of traffic.
9. Positioning of the plant room next to existing property.
10. Adverse effect on security.
11. Positioning of access road adjacent to existing gardens.
12. Will affect a family of foxes.

Policy

Scottish Planning Policy (SPP)

SPP3 'Planning for Housing' provides advice on guiding new housing developments to the right places. It states that previously developed land has a key role in providing new housing and it should be reused where a viable and environmentally satisfactory development can be achieved.

Lothian Structure Plan

Policy ED4 supports the retention of brownfield former industrial and business sites in those uses except where in planning terms they are considered unsuitable for or surplus to industrial/business requirements. In such circumstances housing use will be supported.

Other Material Policy Considerations: -

Finalised Edinburgh and the Lothians Structure Plan (2003)

This Plan has now been submitted to Scottish Ministers.

Policy HOU2 supports the development of suitable brownfield sites for housing.

Policy HOU7 allows for the introduction of non-statutory affordable housing policies in advance of local plan adoption.

Hopetoun Village Action Plan

Approved by Planning Committee in July 1999, it identifies the application site as part of a wider Hopetoun Street North development opportunity. The preferred use is identified as business or another employment generating use. Among the development principles are that the building line should be set back to allow for the future provision of a cycleway and the greening of Hopetoun Street. A linear open space is proposed along the central part of the Hopetoun Street frontage. Also of note are the key principles behind the Hopetoun Village concept, which include the realisation of a variety of uses and a choice of tenures.

Central Edinburgh Local Plan

The local plan identifies this site as falling within an existing business/industrial area.

Relevant Policies:

Policy ED4 (BUSINESS DEVELOPMENT - EXISTING INDUSTRIAL AREAS) lists acceptable uses (with qualifications) for defined Existing Industrial Areas and states that development proposals incompatible with the primary business/industrial use of these areas will not be allowed.

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 H8 (SPECIAL NEEDS HOUSING) supports the provision of housing to meet special needs and sets out accessibility requirements for new housing development.

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 CD12 (HEIGHT CONTROL) protects the city's historic skyline and views from adverse high development.

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 CD18 (SAFETY, SUSTAINABILITY AND ACCESSIBILITY) requires the design and layout of development proposals to meet safety, sustainability and accessibility objectives.

Policy GE13 (OPEN SPACE IN NEW HOUSING) sets out requirements for open space provision for major housing developments.

Policy T13 (CAR PARK DESIGN) requires that car park developments are not detrimental to the appearance of their surroundings or to residential amenity.

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 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.

Non-statutory guidelines on 'AFFORDABLE HOUSING' sets out the requirements for the provision of affordable housing within housing developments.

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

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

DETERMINING ISSUES

The determining issues in the consideration of this application are as follows:

- whether the proposal complies with the development plan;
- if the proposal complies with the development plan, whether there are any reasons for not approving it; and
- if the proposal does not comply with the development plan, whether there any reasons for approving it.

ASSESSMENT

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

- a) the proposed land uses are acceptable in this location;
- b) the proposed development's scale and design is acceptable in this location;
- c) it provides an acceptable range of housing mix; and
- d) there are any adverse effects on residential amenity or road safety.

a) The Central Edinburgh Local Plan and Hopetoun Street Action Plan both identify this site for business use. However, Scottish Planning Policy 3 states that land identified for industrial or other development purposes may also provide opportunities for housing development where there is now little prospect of development for the purposes originally envisaged and a satisfactory residential environment can be created. The structure plan states that housing would be a suitable land use where former industrial and business sites are considered unsuitable for, or surplus to, such requirements.

The Hopetoun Village Action Plan's overall objective is to provide a balance of uses within the area, providing employment opportunities and encouraging a balanced community.

The area is also experiencing redevelopment of many of its established sites. These include the development on the opposite side of Hopetoun Street for residential and office accommodation, as well as the redevelopment of the former print works at 95 McDonald Road, a site also identified for business use, for a mixed office and residential development.

Policy H1 encourages new housing development, in conjunction with other land uses if necessary, to maintain a locality's mixed-use character. The proposed development includes both office and residential uses and, therefore, would satisfy this aspect of the local plan. The area surrounding the application site includes a mix of existing residential, commercial and business uses and, therefore, the proposal would complement the existing mix of land uses in the locality.

As regards the proposed use of the site, it is considered that the principle of a mixed-use scheme comprising 2500sq m of office space and 62 residential units would be suitable in this location.

b) Issues regarding design must consider the siting, density, scale and materials proposed by the development. The application includes three separate blocks. The two residential blocks front onto Hopetoun Street and their height reflects that of the development under construction on the opposite side of Hopetoun Street. It is considered that this scale of development creates a high quality streetscape that is enhanced by the proposed landscaping at street level and setback building line.

The proposed development meets requirements for open space provision. It also implements the masterplans aspirations for a pedestrian green route through the area. The density of development proposed is considered appropriate for this redevelopment site. It uses high quality materials creating a sequence of buildings which respond to the street frontages.

It is, therefore, considered that the proposal is a suitable form of development for this location.

c) National and local planning policies encourage mixed residential communities. With this proposal there is a mix in size of housing units, as well as tenure. Of the 62 units proposed, 49 would be for private sale, whilst 13 would be given over to the management of a housing association. There would be 12 1-bedroom units, 30 2-bedroom units and 7 3-bedroom units for private sale. The affordable element would be 5 1-bedroom units and 8 2-bedroom units.

The housing association associated with this proposal prefers that all of the units that it will manage are located in one block. This justification for allowing a minor shortfall (2 units) in the provision of the requisite number of affordable units is considered acceptable by Housing. All properties would comply with disabled access requirements.

It is considered that the provision of a mix of housing types and tenure is achieved by the proposed development.

d) The height of the proposed development has been reduced and the proposal is considered to meet the requirements of daylighting, privacy and sunlight. Coupled with the proposed landscaping, a satisfactory distance from the existing residential properties to the rear is achieved. These houses benefit from being situated in large gardens, which further reduces the proximity of the new build.

The car park layout in terms of geometry is acceptable and complies with parking standards for this area. The location of the car parking within the basement of the car parks ensures that it is not visually intrusive. Transportation has raised no objection to the proposals. There is also adequate and accessible cycle parking provided within covered areas and shower facilities provided for office workers. The proposals are considered acceptable in terms of road safety.

RECOMMENDATION

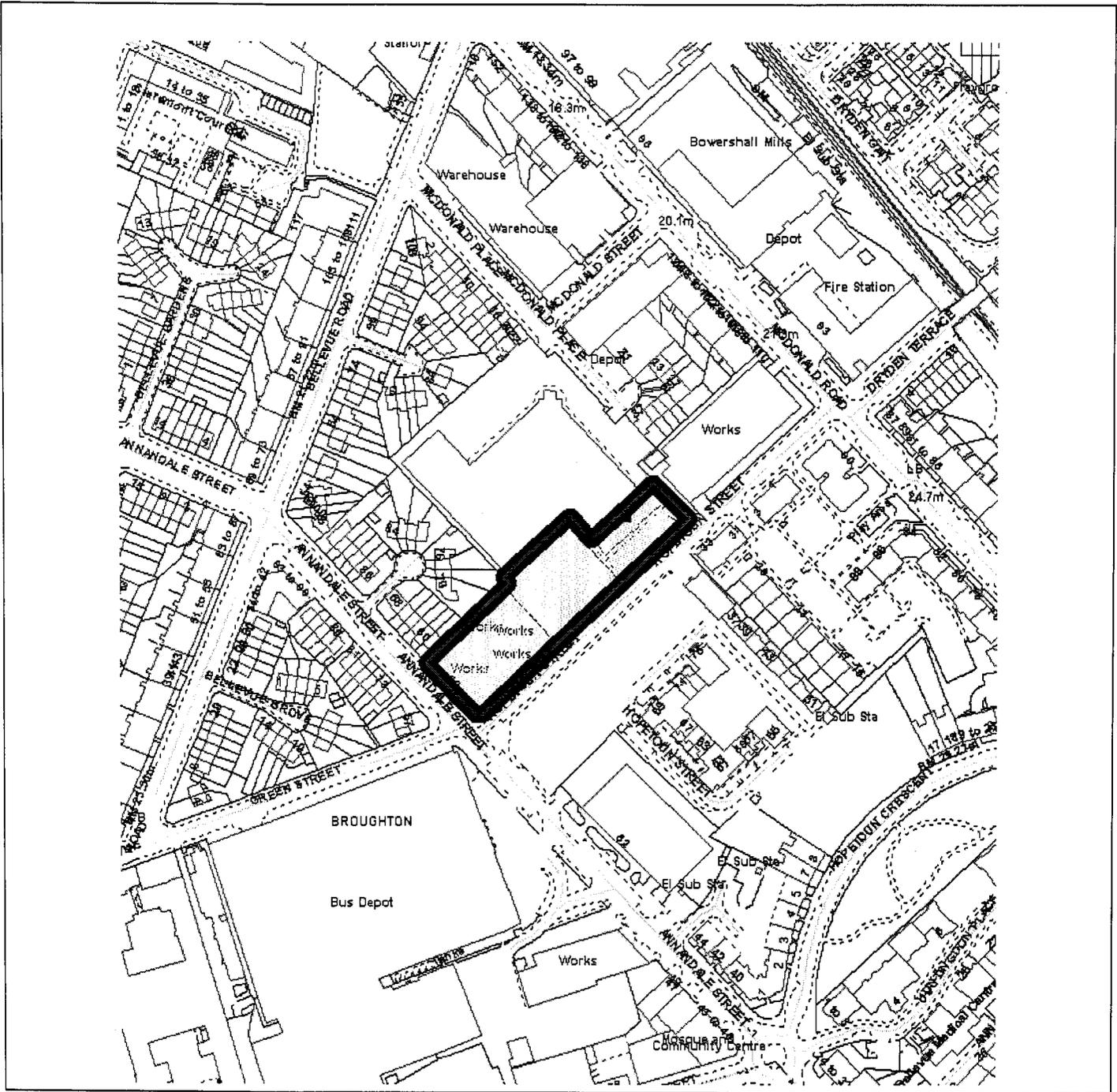
Whilst the residential element of the proposal is not in accordance with the development plan, there is a reasoned justification for allowing this proposal to proceed, given the aspirations for the redevelopment of this area of the city.

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

Alan Henderson

Alan Henderson
Head of Planning and Strategy

Contact/Tel	Suzanne Walker on 529 3905
Ward affected	19 -Broughton
Local Plan	Central Edinburgh
Statutory Development Plan Provision	Business/Industrial
File	af
Date registered	7 October 2003
Drawing numbers/ Scheme	33, 40 - 53 Scheme 2



Reproduction from the Ordnance Survey mapping with permission of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Licence Number 100023420 The City of Edinburgh Council 2004.

PLANNING APPLICATION

Address	8 Hopetoun Street + 56 Annandale Street, Edinburgh, EH7
Proposal	mixed use office and residential development

Application number:	03/03523/FUL	WARD	19- Broughton
----------------------------	---------------------	-------------	----------------------

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