

**Full Planning Application
at
Granton Harbour
Land Opposite:
160 Lower Granton Road
Edinburgh
EH5 1EY**

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

20 August 2003

Proposal: Residential - 93 flats with associated car parking (as amended)
Applicant: Elphinstone Homes.
Reference No: 02/03635/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 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.
3. 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.

4. 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.
5. Surface water disposal arrangements shall be so designed as to minimise the risk of water pollution and meet the requirements of Sustainable Urban Drainage (SUDS). Details to be provided for the written approval of the Head of Planning and Strategy prior to works commencing.
6.
 - a) Construction details of access road and junction to the site access to be submitted for the further written approval of the Director of City Development. All roads to be suitable for adoption by the Council.
 - b) Details of the footway and adjacent landscaping to the immediate south of the site to be submitted for the further approval of the Director of City Development, and to take allowance for any agreed provision for tram route alignment. This footway to be suitable for adoption by the Council.
7. Internal roads and footways to be built to a standard suitable for adoption, include the geometry of the same. Access to be ungated.
8. All parking to be provided on a communal, non-allocated basis.
9. No development shall take place until the applicant has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Head of Planning & Strategy, having first been agreed by the City Archaeologist.
10. The development shall not commence until a scheme for protecting the residential development hereby approved from noise from adjacent industrial/commercial premises 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.
11.
 - i) Prior to the commencement of construction works on site:
 - a) A site survey (including intrusive investigation where necessary) must be carried out to establish to the satisfaction of the Head of Planning, either that the level of risk posed to human health and the wider environment by contaminants in, on or under the land is acceptable, or that remedial and/or protective measures could be undertaken to bring the risks to an acceptable level in relation to the development; and
 - b) Where necessary, a detailed schedule of any required remedial and /or protective measures, including their programming, must be submitted to and approved in writing by the Head of Planning.
 - ii) Any required remedial and/or protective measures shall be implemented in accordance with the approved schedule and documentary evidence to certify those works shall be provided to the satisfaction of the Head of Planning.

12. The surface water disposal arrangements shall be designed to minimise risk of water pollution. Details to be submitted for the written approval of the Head of Planning prior to commencement of works on site.
13. All operations during preparation of the site and construction shall be conducted in accordance with SEPA's pollution prevention guidelines, PPG5, "Works in, near, or liable to affect watercourses" and PPG6, "Working at Construction and Demolition Sites".

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to enable the planning authority to consider this/these matter/s in detail.
3. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.
4. In order to ensure that the approved landscaping works are properly established on site.
5. In the interests of sustainability.
6. In order to safeguard the interests of road safety.
7. In order to safeguard the interests of road safety.
8. In order to ensure that the level of off-street parking is adequate.
9. In order to safeguard the interests of archaeological heritage.
10. In order to protect the amenity of the occupiers of the development.
11. In order to ensure that the site is suitable for redevelopment, given the nature of previous uses/processes on the site.
12. In order to minimise the risk of water pollution.
13. To minimise the risk of pollution.

2 Main report

Site description

The site, which extends to around 0.7 hectares, sits on the edge of Granton Harbour, on the north east corner of Granton Square. The site last operated as a stone salvage yard, but has been vacant for two years. The front of the site, facing Lower Granton Road, is faced with large hoardings, which currently screen the site.

To the west, an unmade road gives access to the Middle Pier. Lower Granton Road runs along the south edge, separating the site from existing buildings. To the east lies a long stretch of open space, formed after removal of the previous railway embankment which ran along the shoreline here.

The site is separated from the harbour by a high ashlar stone wall, preventing views to the water. This wall is listed category A as an original part of the Middle Pier structures.

The site is largely empty, having last served as a stone and slate salvage yard, but does contain temporary buildings and billboard hoardings on the south side.

Further hoardings stand just outwith the site, on a triangular fillet of land, just to the south-east of the site.

The site stands on the north-east corner of Granton Square, which is laid out to be open on its southern side, with three storey stone buildings to east and west framing the current view into the industrial harbour area to the north.

Site history

27.11.2002 - Specific Urban Design guidance approved by Committee

09.04.2003 - outline consent approved by the Committee for the Granton Harbour Master Plan Area (ref01/00802/OUT)

20.6.2003 -decision notice issued on above following resolution and signing of Section 75 agreement with the Council

Development

The application seeks consent to build a flatted development of 93 flats on a vacant industrial site on the north-east corner of Granton Square.

The proposal is in three blocks: a corner block five storeys high with set back fifth "roof floor"; a northern block of primarily nine storeys, with a visual drop to six at its south edge; and an eastern block, of eight storeys, but with a visual definition at fifth/sixth floor. The latter block has a feature end, facing eastwards, to act as a gateway into the overall redevelopment of the Granton Harbour area.

93 car park spaces are illustrated, largely within the ground floor of the blocks.

Open space is largely in the form of a central triangular space, adjacent to the dock wall.

Proposed materials are smooth render on a quality reconstructed stone base (two storeys) with elements of metal roofing and high level metal cladding.

Scheme 2

The scheme was amended to illustrate that transport requirements (tram, cycleway and pedestrian footway) could all fit along the southern edge of the site.

Aesthetics of the north and east blocks were adjusted. A curved feature was added at the extreme east end of the scheme.

The relationship to the listed slipway was adjusted radically, such that no alterations at all are now proposed near the slipway, i.e. all parking and boundary treatments have been removed from this area.

Scheme 3

The roof feature on the eastmost block was further refined, introducing a curvilinear form, reflecting that already proposed on the top of the eastmost block.

The northern block was remodelled to incorporate a feature roof section facing westwards (along the potential future axis).

Details of boundary treatments were clarified, also illustrating that all listed elements to the north would remain unaffected (other than the likely removal of barbed wire toppings on the listed walls).

Consultations

Culture and Leisure (Archaeology)

Granton Harbour is regarded as an area of archaeological and cultural importance. Accordingly an agreed overall archaeological mitigation strategy has been agreed to between ourselves and Simpson and Brown Architect (see attached copy) acting as agents for the main development.

On this basis it is recommended that the earlier agreed programme of archaeological work be undertaken at this site. This programme of works should be secured using a condition based upon the model condition stated in PAN 42: Planning and Archaeology, para 34, as follows,

'No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'

The work must be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological work and for the archiving and appropriate level of publication of the results lies with the applicant.

Housing

The Housing Department has worked with Planning to develop a methodology for assessing housing requirements by tenure, which supports an Affordable Housing Policy for the city. The Affordable Housing Policy makes the provision of affordable housing a planning condition for sites within the Granton Masterplan area.

The Granton Masterplan would require that 20% of the total residential units within the masterplan area be affordable. In the course of negotiation on Forth Ports' planning application for Granton Harbour (Ref: 01/00802/OUT) it was accepted that 15% affordable housing should be provided in view of extraordinary site preparation costs.

This Department has been involved in negotiation on the Section 75 agreement for Application 01/00802/OUT, which requires to be signed before the consent is issued. My last involvement in those negotiations was to discuss whether the outline consent should identify defined areas within which the 510 (approx.) affordable units should be provided or whether the completion of a prescribed number of affordable units should be linked to the completion of set numbers of private units. This remains to be agreed.

For this reason, and given the key location of this site at the heart of Granton Harbour, I consider the above application to be premature and requires that this be treated as a holding response until the issues of location of land for affordable housing within the wider outline application are clarified.

Education

This proposal is part of the Granton Waterfront Development on land owned by Forth Ports.

The Executive of the Council recommended on 08 October 2002 that the level of developer contributions be agreed to as specified in the report entitled Granton Waterfront - Developer Contributions for Education Infrastructure.

This amounts to £1,366 per unit for development on land owned (as of 08 October 2002) by Lattice and Forth Ports. This figure assumes the valuation of the proposed school site at £2,471,000; however, this has not yet been finalised.

The £3,366 per unit amount will go towards the primary school construction costs (being 76% of the full capital cost) and the capital costs for the additional secondary school places.

School Capacities

The site falls within an area that has not traditionally been a residential area. Accordingly, while existing primary school catchment areas extend across this area, it would be expected that a new primary school would be required to serve the majority of the area. With regard to secondary schooling and denominational schools, it is expected that existing schools (with extension/refurbishment as required) would serve the development. Catchment area review would be required in order to implement this. Each of the school sectors is discussed below:

Non-Denominational Primary School

In accordance with the report entitled Granton Waterfront - Developer Contribution for Education Infrastructure ratified by the Executive of the Council on 08 October 2002, the three developers within the Granton Waterfront Development will be required to provide a site for a new primary school and contribute to the capital costs of the new primary school.

Non-Denominational Secondary School

It is expected that the children from the waterfront would be accommodated at Craigoyston High School. The school is anticipated to have around 200 spare places based on its current notional capacity. The school will require extension in order to provide sufficient places for the Waterfront development. The capital costs for the additional secondary school spaces are to be shared across each of the three Waterfront developers on a pro rata basis.

It is considered that the redevelopment of Craigoyston on a new site, preferably within the waterfront area, would be crucial in making the school attractive to the new Waterfront residents.

Denominational Primary Schools

It is anticipated that all the waterfront developments round to Leith will be served by St David's and Holy Cross Primary Schools. St David's Primary School is being rebuilt under the Council's PPP project and an expansion strategy for the Waterfront for two additional classrooms will be incorporated within the design of the school. It is estimated that a contribution of #15 per dwelling will be sufficient to cover the cost of this expansion. Holy Cross is expected to have around 100 spare places.

Denominational Secondary School

The site will fall within the catchment areas of St Thomas of Aquin's and St Augustine's High Schools. St Thomas of Aquin's is operating at capacity at present, but some additional capacity (100 spaces) has been created subsequent to the schools' redevelopment in August 2002. St Augustine's High School is anticipated to have some spares capacity. It is expected that there should be adequate capacity to accommodate the development between these two schools.

Summary

Based on 93 dwelling units being proposed by this planning application on land owned by Forth Ports, a developer contribution of £127,038 is required for the provision of education infrastructure.

Transport Planning (Development Control)

I would be pleased if the application could be continued: -

As we await the detailed design/landtake for the future tramway and cycleway developments, as well as the detailed design of the Signalisation of Granton Square. These future developments may have a significant impact on the eligibility of part of this application. The aspects mentioned above are currently in hand with Mott MacDonald on behalf of Transport Infrastructure Edinburgh and Buchanan Laird.

Transport - Further Comments dated 04.07.2003

No objection to the application subject to the following conditions:

1. Land should be safeguarded for the Tram Route on the North side of Lower Granton Road as per drawing 4 of the Granton Harbour Legal Agreement. As per the agreement this land should be made available for the Tram at no cost to the Council.

Reason: To provide for the Tram route in compliance with the Granton Harbour Legal agreement

2. Between the Tram safeguarding and the development boundary provision should be made for a cyclepath of 3.5m minimum width.

Reason: To meet the Council's standards in provision for cyclists and pedestrians.

3. The internal vehicular and pedestrian access system should be built to an adoptable standard and the detailed geometry should meet this standard.

Reason: To meet the Council's standards for adoptable roads and specifically to provide adequate access for refuse and emergency services vehicles.

4. Access to the potentially public internal road system should be uncontrolled; there should be no gate at the entrance.

Reason: to meet the Council's requirements for public roads.

5. All parking spaces should be communally available.

Historic Scotland

The Historic Buildings Inspectorate has expressed concerns about development on this part of the Granton Harbour site in letters to you dated 29 January and 19 June 2002. These were discussed at length with members of your Department, and with the agents, and were in the main addressed within Issue 2 of the Detailed Urban Design Guidance document subsequently produced by the agents. The Area Inspector, Graham Reed, wrote to your Department on 2 October 2002, expressing his acceptance of the content of this issue of the document.

On the understanding that what is now proposed accords in full with the Guidance document, in particular with regard to overall development height, the Inspectorate suggests that its earlier concerns about the scale of the new build and its impact upon the A listed pier and Granton Square have probably been adequately overcome. It would, however, encourage the retention on site of items clearly connected with the original function of the pier and harbour, such as the existing slipway. The submitted plans suggest that this is to be lost.

Note- the scheme has now been amended to fully address these issues, with no effect on the listed slipway.

Representations

The application was advertised on 25th October 2002 (departure from development plan).

Three representations were received: one from both Spokes and CTC, referring to lack of cycle provision; and one from the Cockburn Association.

Reasons for objection were

1. Lack of cycle parking/position of cycle parking, and connections to the cycle network
2. Lack of ground floor activities/ no retail provision
3. Buildings should be of high quality
4. Stone walls on harbour edge should remain

Policy

The site is identified "Existing Business/Industrial to be retained" in the North West Edinburgh Local Plan. The site also lies within an Area of Interest. The draft revision of the West Edinburgh Local Plan identifies the site WG1, part of the West Granton redevelopment area. The adjacent harbour area is identified Forth Foreshore (proposed SPA, SSSI and UWS).

Relevant Policies:

Policy E26 (QUALITY OF NEW DEVELOPMENT): sets out general design requirements for new development, and requires particular attention to be paid to main approach roads to the city centre and seafront and waterfront locations.

Policy E7 (OPEN SPACE PROVISION): specifies minimum standards of open space provision in new housing developments to meet both recreational and amenity needs.

Policy E25 (DESIGN OF NEW DEVELOPMENT - OBJECTIVE): encourages new development of the highest possible standard.

Policy H4 (DESIGN OF NEW HOUSING DEVELOPMENT) sets out general design considerations for new housing development.

Policy T6 (CYCLING) supports the expansion of opportunities for safe cycling and the achievement of a comprehensive network of primarily off-road cycle routes as indicated in figure 6.1 of the Local Plan.

Policy T7 (CYCLE PARKING) requires new development to provide secure cycle parking in conformity with approved standards and in appropriate public locations where it contributes to greater cycle use.

Policy T10 (PRIVATE CAR PARKING) requires all new development to comply with approved car parking standards as set out in the Development Control Handbook

3 Conclusions and Recommendations

DETERMINING ISSUES

The determining issues are:

- Do the proposals comply with the development plan?
- If they do, are there any compelling reasons for not approving them?
- If they do not, are there any compelling reasons for approving them?
- Do the proposals preserve the nearby listed building or its setting or any features of special architectural or historical interest which it possesses? If they do not, there is a presumption against the granting of permission.

ASSESSMENT

In order to determine this application the Committee should consider a) the principle of residential development b) the effect of the scale, form and design on the character of the area c) parking and road safety issues d) open space provision e) effect on listed structures on water's edge

a) The principle of residential redevelopment is accepted both within the revised local plan and the approved Master Plan for the whole harbour area.

Notwithstanding Housing Department comments relating to prematurity, Affordable Housing issues are addressed within the Master Plan and are now covered by a Section 75 legal agreement with the Council, which links specifically to the outline consent for the broader area. A condition is still required to ensure execution of Affordable elements within an appropriate timescale.

A contribution is required towards educational infrastructure to meet Education requirements. Again, this is addressed within legal agreements on the Outline Consent.

The loss of existing businesses, or potential businesses, is not opposed. The previous use (a stone salvage yard) has already relocated to a new site in Leith Docks, on Marine Esplanade. The application site is currently wholly vacant.

b) The scale and form emanate from the Design Brief and Master Plan for the area. This was approved by Committee as part of the Outline Consent, although a number of aspects, such as height, were not endorsed, but remain reserved matters.

The block closest to Granton Square (the largest element of the proposal) relates to the scale of existing buildings, whilst creating a modern building of interesting profile.

The eastmost building rises to create an elliptical entrance feature to the whole harbour area, when approached from Newhaven.

The northmost block, as amended, now incorporates a similar elliptical feature facing westwards on the northwest-most corner, which terminates a proposed arterial route in the proposed redevelopment of the land to the west. This block is higher than the remainder of the scheme, but relates to a specific focal point within the overall Master Plan.

The sequence of massing along the water's edge accords with the Master Plan proposals and Design Brief for the wider area.

c) The resiting of the block, further north, allows for the provision of the Council's Light Rapid Transit System, and includes sufficient width for the existing road, a cycle path, a footpath, the tram reservation and appropriate landscape strips. The exact format of this has still to be determined, but this proposal does not prejudice any of the options available to the Council. The current illustration submitted by the applicant indicates a footway of 3.5m, although there is sufficient space to increase this to 4 or 5m if required.

The suggested conditions (numbered 1 and 2) by Transport, relate to land outwith the applicant's boundary or control, and are not therefore applicable as conditions to this site, but relate to the independently owned triangle of land to the immediate south. All accesses face directly onto the outer perimeter and an adopted road, therefore there is not a need to adopt the internal road system or ensure public access. Suggested condition 4 is therefore inappropriate, but the road should be of a suitable quality so suggested condition no.3 remains pertinent.

Parking provision for the proposal is all at surface level and is 100%. In order to allow free access to visitors the access cannot be gated. Ample areas are provided for cycle storage, well located in the ground floor of the building, near access stairs.

Vehicular access is from the existing road to the west (which will be upgraded as part of the overall improvements to the area). A condition requires details to be submitted for further approval.

d) Approximately 1250sqm of open space is provided as a single amenity area to the rear. This represents around 20% of the site area. This is to be treated very simply as a plain grassed area, echoing existing areas along the water's edge to the east.

This is supplemented by further amenity areas on the street side of the development. This is considered adequate for the amenity of residents.

Over and above these open areas, amenity is complemented by the site's open aspect, looking over the Firth of Forth. A large area of sloping parkland also exists some 100m to the south across Granton Square. All flats to the south-west and west will also have views of this park area.

e) The scheme has been amended to leave the listed wall and slipway both intact and remote from new elements. Existing extraneous features such as barbed wire security tops are all to be removed. There is an enhancement and improvement to the listed elements on the edge of the site. The proposal is distant from the primary listed buildings in the area; the Middle Pier (300m to the north) and Eastern Breakwater (some 400m to the east), and will not be visible from the Middle Pier once other elements of the Master Plan are complete.

The scheme does not include any basement areas, so any remnants relating to industrial archaeology which might exist will be little affected (a desktop study indicates that there are no known archaeological elements in this part of the harbour). In the light of desktop studies to date, it may be possible to discharge the condition on archaeological investigation without any further work, subject to the views of the City Archaeologist.

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

FURTHER ASSESSMENT

The application was continued by Committee on 30th July 2003 to consider a) inclusion of waste management/recycling facilities b) integration of scheme with the "civic space of Granton Square", possibly introducing other uses on the corner of the building to "bring life into the area".

a) The applicant has added a central recycling area.

b) A shop unit of 80sqm has been added on the corner of the development. Four displaced car spaces are moved to the east, slightly reducing the central green area.

Further conditions have been added relating to Environmental Services' concerns for the broader area, raised within the Outline Application.

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

FURTHER ASSESSMENT

This application was continued by Committee on 20 August 2003 to examine how the building addresses and integrates with the future development and role of Granton Square.

The architects, who are also master-planners for the Granton Harbour area, have re-examined the urban design considerations and the future role of the Square, and the way in which this particular development relates to it. Their views are summarised in a design statement, which is available in the party group rooms.

Essentially, the masterplan identified the desirability of providing greater enclosure to the north side of the square, and this building contributes to that, as well as accommodating the tramway. However, it is the primary transport interchange, and is now the most likely location for the tramway stop. The masterplan envisages that the main focus of activity, including the meeting-place for the existing and new communities, will be a new plaza and boulevard to the west of Granton Square at the former lighthouse. While remaining an important local urban feature, Granton Square will therefore become of secondary importance within the overall redevelopment of the area.

In these circumstances the proposals will sit comfortably with its future role, and approval is recommended.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

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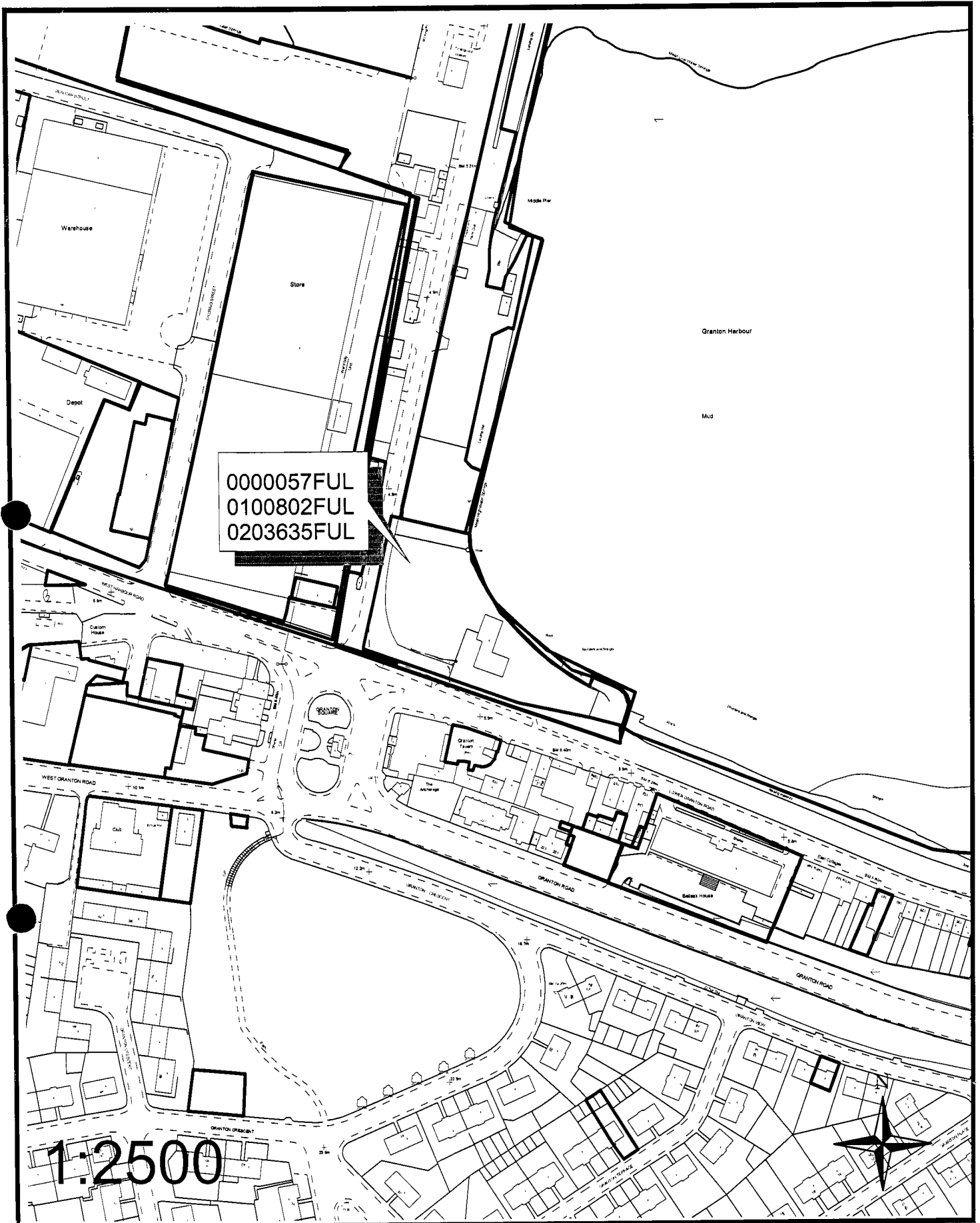
Local Plan

**Statutory Development
Plan Provision**

File AF

Date registered 7 October 2002

**Drawing numbers/
Scheme** 31248-52,31025-6, 444-5
Scheme 4



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PLANNING APPLICATION

The City Development Department - Planning