

Full Planning Application 05/02792/FUL
at
89-91 Joppa Road
Edinburgh
EH15 2HB

Development Quality Sub-Committee
of the Planning Committee

1 Purpose of report

To consider application 05/02792/FUL, submitted by Mr + Mrs Rowan. The application is for: **Proposed sub-division of a hotel to form a terrace house and a hotel with additional accommodation added (as further 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 property comprises a pair of Victorian, bay-fronted terraced villas sited at the end of a block. The building is two storeys in height, with a pair of gabled dormers (incorporating decorative bargeboards), linked by a modern box dormer, providing additional accommodation in the front roof-space. The building is painted lilac, with a slate roof, and there are one and two storey, flat-roofed extensions to the rear. It has a floor level about 1.5 metres above street level and the site rises by about a further metre to the rear (south). A paved side driveway accessed from Joppa Road provides approximately 5 informal parking spaces, and there is a small terraced "beer garden" in the back corner of the site. The property is used as a hotel, with 12 bedrooms, and includes a public bar and restaurant on the ground floor.

To the west, there is an adjoining terrace of single-storey stone cottages which are located against the pavement edge at the lower, street level. To the rear, there is a modern, split-level house on land which is some 3 metres higher than the back part of the application site and which is further screened by a hedge of over 2 metres in height.

The property is within the Portobello Conservation Area.

Site history

9 December 1970 - Planning permission was granted for the combining together of 89 and 91 Joppa Road as a hotel, for the formation of a front box dormer and for the erection of a single-storey dining room extension to the rear.

1 August 1973 - Planning permission was granted for the formation of a 12-space car park to the side and rear of the property.

6 February 1974 - Planning permission was granted for a flat-roofed, 1st floor extension at the rear (dining room). Internal alterations included the provision of a lounge bar on the ground floor.

23 December 1987 - Planning permission was granted for the erection of a split-level house in the rear half of the site (part of the parking area), fronting Woodside Terrace. Revised details were approved in March 1990 and the development was implemented.

9 November 1988 - Planning permission was granted for the erection of a side, entrance extension to the hotel bar.

9 January 1991 - Permission was granted for a conservatory (bar) extension to the rear of the hotel. A larger version was approved later that year (not implemented).

23 June 1999 - Planning permission was granted for the erection of a flat-roofed extension to the bar-dining room area at the rear of the hotel (implemented)

28 November 2002 - Planning permission granted for new toilet block and hotel entrance (02/03768/FUL) - not implemented.

Adjacent Site

93 Joppa Road:

31 January 1991 - Planning permission granted for change of use from guest house to hotel (90/02933).

21 January 1997 - Planning permission granted for change of use of guest house to dwelling house (96/02663).

Description of the Proposal

The application is for:

a) The change of use of the eastern portion of the hotel, currently comprising five guest bedrooms, a lounge and toilets, into a dwelling house. The present accommodation of Lounge Bar, twelve letting bedrooms, and owners' accommodation of one bedroom apartment would thus become a four bedroom house and a hotel with seven letting bedrooms, lounge bar, toilets and owners' accommodation comprising a one bedroom apartment.

b) The erection of a one and a half storey extension on the rear portion of the west elevation, comprising toilets on the ground floor and a bedroom on the upper floor. The building has been reduced in size from previous schemes, and incorporates a pitched roof. The resulting structure also includes a covered stairwell on the side elevation formed as an upward extension of an existing side offshoot.

c) The incorporation of an internal kitchen ventilation system to the existing chimney.

Proposed materials are rendering to match the existing building, slate roof, and timber window frames. The proposal also includes the replacement of existing timber boarding on the front box dormer with slate.

Five parking spaces are illustrated. Access arrangements are unchanged.

Previous Schemes

Scheme 1

The proposal originally had roof lights on the rear elevation of the new bedroom/toilet block, a pitched mansard type roof with central flat section, and an external ventilation system.

Scheme 2

The external ventilation system was replaced with an internal system.

The rear facing roof lights were deleted.

3 Officer's Assessment and Recommendations

DETERMINING ISSUES

The determining issues are:

- Do the proposals preserve or enhance the character and appearance of the conservation area? (there being a strong presumption against the granting of planning permission if this is not the case);

- 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 these determining issues, the Committee needs to consider whether:

- a) The proposals will adversely affect the character or appearance of the Conservation Area, or the visual amenity of the locality;
- b) There is any adverse impact on neighbouring residential amenity;
- c) There are any traffic or road safety issues.

Portobello Conservation Area includes several distinct character zones. The High Street provides the focus for the Conservation Area, retaining many original two storey Regency buildings as well as a number of significant public buildings. The seaside character of The Promenade is still evident despite the loss of the pier and the construction of several modern buildings of poor quality. The remainder of the area includes an abundance of fine Georgian (and later) villas as well as a robust stock of Victorian tenements, public buildings and churches. In total there are some 179 listed buildings within the conservation area, including building groups of particular interest in Brighton Crescent and Brighton Place.

a) The proposed extension (as amended) is sympathetic to the existing building in terms of scale and design, and will not adversely affect the character and appearance of the Conservation Area. The previously approved scheme for the toilet block (02/03768/FUL) was marginally smaller, but little different in terms of visual impact. The additional covered side stairwell is a relatively unobtrusive feature as it comprises an upward extension of an existing structure. The replacement of the existing timber boarding on the front box dormer will improve the appearance of the building.

The proposals preserve the character and appearance of the Conservation Area.

b) There are no daylight issues which would significantly impact on neighbouring residential amenity. The height of the proposed new block (as amended) complies with the two metre/43 degree criterion to the rear.

The proposed internal ventilation system is satisfactory, and will ensure no significant loss of residential amenity through odour escape. Environmental Services has no objections, subject to standard conditions.

The proposed reconfiguration of the existing hotel accommodation and part change of use to a separate residential unit has no impact on surrounding residential amenity. The change of use to dwelling house is to be secured prior to the implementation of the extension through a legal agreement.

There are no issues that significantly impact on neighbouring residential amenity.

c) Although the proposed parking layout and provision is not adequate for the entire site, and does not meet current Council standards, there is little material difference between the current proposal and the existing consent for the toilet block. Transport has no objections, although recognises that parking is not at the required standard.

The proposals do not comply with the relevant Local Plan Policy and Non Statutory Guidelines on Parking, but under the specific circumstances of the application, an exception is justified.

In conclusion, the proposals will preserve the character and appearance of the Conservation Area, and will not have a significant impact on neighbouring residential amenity, traffic or road safety.

There are no material considerations which outweigh this conclusion.

It is recommended that the Committee approves this application, subject to conditions relating to the protection of neighbouring amenity, the submission of details of materials, and the conclusion of a legal agreement regarding ownership and part change of use to dwelling house.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

Contact/tel	Michael Patton -Mon, Tues, Thurs, Friday (not Wednesday) on 0131 529 3902 (FAX 529 3706)
Ward affected	40 - Milton
Local Plan	North East Edinburgh Local Plan
Statutory Development Plan Provision	Housing and Compatible Uses
Date registered	5 September 2005
Drawing numbers/ Scheme	11-14; 40-47 Scheme 3

Advice to Committee Members and Ward Councillors

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

If you require further information about this application you should contact the following Principal Planner, Graham Dixon on 0131 529 3519. Email: graham.dixon@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 gavin.king@edinburgh.gov.uk or sarah.bogunovic@edinburgh.gov.uk

Application Type Full Planning Application
Application Address: 89-91 Joppa Road
Edinburgh
EH15 2HB
Proposal: Proposed sub-division of a hotel to form a terrace house and a hotel with additional accommodation added (as further amended)
Reference No: 05/02792/FUL

Consultations, Representations and Planning Policy

Consultations

Environmental Services

Environmental Health has no objections to this proposed development subject to the following conditions:

- 1. All music and vocals, amplified or otherwise, shall be so controlled as to be inaudible within any neighbouring premises.*
- 2. 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, and no structure borne vibration is perceptible within any nearby living apartment.*
- 3. The sound insulation properties or sound transmission characteristics of the structures and finishes shall be such that no impact or airborne noise from the normal operations within the hotel premises is audible in any neighbouring living apartment.*
- 4. The kitchen shall be ventilated by a system capable of achieving 30 air changes per hour, and the cooking effluvia shall be ducted to chimney head level to ensure that no cooking odour escape or are exhausted into any neighbouring premises, all to the satisfaction of the Head of Planning.*
- 5. The hotel owners' accommodation to be tied to the hotel premises.*

Transport – 6 December 2005

Advise that the application be refused for the following reasons:

- 1. The number of parking spaces proposed does not comply with the Council's current parking standards.*

2. *The layout of the proposed parking does not meet the Council's parking design standards.*

Transport - Further Response – 16 January 2006

No objections to the application.

Note:

The application for the extension to the hotel and for a sub-division to one terraced house does not meet the Council's standards in terms of number of parking spaces provided and the layout of the car park. However, it is the case that the site has an existing consent for an extension to the hotel that also does not meet his standard. Transport was not consulted at that time. It is therefore the view of Transport that this current application does not raise any additional objections than would have been highlighted previously and for this reason will not object to this application.

Representations

It has been certified that neighbours were notified, and the application was advertised on 2 September 2005.

Four letters of objection were received.

Portobello Community Council objects on grounds of design, appearance and scale.

Three objections from local residents centre on potential intensification of use, parking, noise, loss of privacy, height, and daylight loss.

Scheme 2

Objectors were notified of the amended proposals on 28 October 2005.

Portobello Community Council maintains its previous objection.

Three local residents also maintain previous objections, although the removal of the rear facing rooflights is noted.

Scheme 3

No further publicity was undertaken. The Committee should therefore consider all previous objections.

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

North East Edinburgh Local Plan - The site is within an area allocated for Housing and Compatible Uses, where existing residential character and amenities are to be safeguarded.

Relevant Policies:

The Portobello Conservation Area Character Appraisal emphasises the village/small town character of the area, the importance of the long sea-front promenade, the high quality architecture, and the predominant use of traditional building materials

Policy E21 (CONSERVATION AREAS - GENERAL): requires proposed development within a conservation area to retain all features which contribute to the character and appearance of the area.

Policy E22 (CONSERVATION AREAS - REDEVELOPMENT): sets out criteria against which new development in conservation areas will be assessed.

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

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 ED5 (BUSINESS DEVELOPMENT WITHIN HOUSING AREAS) sets out criteria for assessing business and industrial development in defined Housing and Compatible Uses policy areas.

Policy ED6 (LEISURE DEVELOPMENT) supports, and sets out criteria, for assessing leisure developments, principally within the Mixed Activities Zone in Leith and the Portobello Promenade area.

Policy ED7 (HOTELS) sets out criteria for assessing new hotel developments.

Policy H1 (HOUSING DEVELOPMENT) encourages the provision of new housing development on identified sites.

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

Policy H7 (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 the reasonable prospects of further residential development where this is an objective of the Local Plan.

Policy H9 (HOTELS AND GUEST HOUSES) sets out criteria for assessing proposals for the change of use of a dwelling house to a hotel or guest house.

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

Non-statutory guidelines on 'HOUSING DEVELOPMENT IN GARDEN GROUNDS' supplement local plan housing, conservation and design policies, and provide additional guidance on this subject.

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

Non-statutory guidelines on 'GUEST HOUSES' provides guidance which supplements local plan policies on the location of guest houses.

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

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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 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. With respect to the hotel component only:
 - a) All music and vocals, amplified or otherwise, shall be so controlled as to be inaudible within any neighbouring premises.
 - b) 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.
 - c) The sound insulation properties or sound transmission characteristics of the structures and finishes shall be such that no impact or airborne noise from the normal operations within the application premises is audible in any neighbouring living apartment.
 - d) The kitchen shall be ventilated by a system capable of achieving 30 air changes per hour, and the cooking effluvia shall be ducted to a suitable exhaust point to ensure that no cooking odours escape or are exhausted into

any neighbouring premises, all to the satisfaction of the Head of Planning & Strategy.

e) The approved ventilation system shall be installed and tested for the escape of odours to the satisfaction of the Head of Planning & Strategy, prior to the use hereby approved being taken up.

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
3. In order to safeguard the amenity of neighbouring residents and other occupiers.

INFORMATIVES

It should be noted that:

1. Prior to the issue of consent, the applicant shall enter into a suitable legal agreement in relation to the following:
 - 1) The consent for the change of use of part of the hotel to a dwelling house shall be implemented prior to the occupation of the approved extension.
 - 2) The approved extension shall be ancillary to the use of the premises as a hotel.

End



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PLANNING APPLICATION

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Proposal	Proposed sub-division of a hotel to form a terrace house and a hotel with additional accomodation added (as further		
Application number:	05/02792/FUL	WARD	40- Milton
THE CITY OF EDINBURGH COUNCIL			
THE CITY DEVELOPMENT DEPARTMENT- PLANNING & STRATEGY			