

**Full Planning Application 04/04401/FUL
at
23 Ravelston Terrace
Edinburgh
EH4 3TP**

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

1 Purpose of report

To consider application 04/04401/FUL, submitted by YOR Limited. The application is for: **Refurbishment and extension of existing office building to form residential units with associated car parking.**

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 relates to an eight storey office building known as Croythorn House situated on the north side of Ravelston Terrace. The building was constructed in the early seventies and is finished in facing brick with horizontal bands of glazing formed by continuous single glazed steel windows. The area is characterised by a mix of uses. Daniel Stewart's and Melville College including the main category A listed building, is located to west of the site, with Dean Cemetery to the east and south. To the north there are two other office buildings. Dean House which is immediately to the north and is currently being extended and Dunedin House which lies beyond, fronting Queensferry Road.

The site lies within the Dean Conservation Area and the World Heritage Site.

Site history

August 2002 - application ref no. 02/02384/FUL - planning permission refused for refurbishment and overclad of existing office building

August 2003 - application ref.no. 03/01159/FUL - planning permission granted for refurbishment of existing office building

Description of the Proposal

Scheme 2

The application is for the refurbishment and recladding of this office building to form 63 residential units. The works will also involve the introduction of a basement car park and a new landscaped garden area.

The proposed works will reflect the same principles of the existing building. It will involve the addition of a 'transparent skin' to the external envelope in the form of an external glazing system with balconies. Solid towers to the north and south elevations are also proposed. External materials include aluminium curtain walling, glazed spandrel panels, natural timber laminate veneered panelling and white render.

The introduction of new stair and lift cores on the west side and a balcony zone around the entire building will result in a marginal increase in the footprint of the building.

The carpark area will be on two levels and will be underground providing 63 spaces. Visitor parking is to be provided at street level within the site. It is proposed to create a landscaped garden above accessed from street level.

Scheme 1

The original scheme was marginally different and proposed to extend the building's south wedge one metre closer to Ravelston Terrace. There were also minor changes to the lower carpark area and the visitor parking allocation.

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) a residential use is acceptable in this location:
- b) the scale and design of the proposals are acceptable in terms of their impact on the character and appearance of the conservation area;
- c) the proposals will provide a satisfactory level of amenity and whether it will have any detrimental impact on neighbouring residential amenity;
- d) there are any road safety or traffic implications.

a) The site is allocated for Housing and Compatible Uses in the Local Plan and therefore a residential use is considered acceptable in principle in compliance with other Local Plan policies.

In terms of housing mix the development proposes a mix of one, two and three bedroom properties, penthouse accommodation and duplex units. The proposal therefore provides a satisfactory mix of unit sizes which will contribute to the house types in the area.

In Dean Ward in which this sites lies the provision for affordable housing within sites of more than 25 units is 25% which equates to 16 units. The form of this building, however, and the design requirements associated with its conversion do not lend themselves to the provision of suitable on-site affordable housing. The Affordable Housing Policy normally requires that affordable housing units should be provided on site. However the policy does explicitly set out the circumstances where off site provision may be appropriate. Provision may be acceptable on an alternative site where all of the following criteria apply;

a) There are exceptional reasons to avoid on-site provision, such as poor access to public transport and local services; where conversions do not lend themselves to affordable provision, or there are opportunities to achieve economies of scale by pooling the affordable contributions from several small schemes on one site; and

b) an agreed mechanism for delivering the requisite number of affordable units

appropriate. Provision may be acceptable on an alternative site where all of the following criteria apply;

a) There are exceptional reasons to avoid on-site provision, such as poor access to public transport and local services; where conversions do not lend themselves to affordable provision, or there are opportunities to achieve economies of scale by pooling the affordable contributions from several small schemes on one site; and

b) an agreed mechanism for delivering the requisite number of affordable units

(e.g. through an agreement with and RSL) at an alternative location elsewhere within the same sub-area of the city is in place; and

c) the proposed alternative site makes an equally satisfactory contribution to meeting unmet local housing needs as the principal development site.

Housing has agreed that, in this instance, the requisite number of affordable units can be accommodated in an alternative off-site location. A site at Gorgie Road has been acquired by the applicants which will be capable of providing 16 affordable units. An application is currently being considered for this site (reference: 05/00456/FUL). The applicants have agreed to a Section 75 Agreement to provide this affordable housing with Canmore Housing Association. Given the constraints of the site, the involvement of a nominated Registered Social Landlord and as Gorgie Road falls within an area of identified need it is considered that, in this instance, this approach is justified.

b) The Central Edinburgh Local Plan describes the Dean Conservation Area as follows:

The character of the conservation area is summarised in the local plan as follows;- Originally known as the Water of Leith Village, the largest of Edinburgh's milling settlements, the village developed around mills, which had existed since the foundation of Holyrood Abbey. In 1830 the construction of the Dean Bridge took through traffic out of the village, which continued to flourish until the rise of the giant flour mills in Leith in the mid 19th Century. The character of the village has evolved in response to its location, deep in the valley, rather than to the fashions displayed in the city above.

The original building is characterised by strong horizontal banding with vertical tower elements to the north and south elevations. The proposals seek to respect this original design ethos by retaining these elements while giving the building a more contemporary appearance. The glazing system which will envelope the building and the balconies running around all sides respect the building's horizontal nature and, in turn, reduce its visual impact. The 'bookend' appearance is maintained with the more 'solid' stair towers to the north and south elevations.

It is proposed to increase the footprint of the building marginally to the west and to the south where it will now align with Ravelston Terrace. It should be

the area to the east of the site which together provides for a significant increase in the amount of amenity space - equating to 60% of the site.

The ground floor flats will be duplex accommodation with access to their own private garden areas and all upper flats within the development will have their own balconies as well as the majority of flats being dual aspect. It is considered that the development provides generous living accommodation with high levels of amenity both internally and externally.

The proposed dwellings will not result in any overlooking or loss of privacy to neighbouring dwellings as a satisfactory privacy distance is maintained within the site. The proposals comply with policy in this respect.

d) The building currently has 111 parking spaces and even though it is only half occupied the car park has inadequate capacity and therefore the surrounding streets are heavily parked during office hours. This peripheral parking does not occur on evenings and at the weekends when the building is not occupied. It is considered that this change of use to residential will relieve the on-street parking pressure within the area. The residential development proposes car parking provision equating to one space per dwelling (63 spaces) within the underground secured carpark. There are further visitor spaces provided within the site. Transport has raised no objections.

In conclusion the proposed development is considered acceptable in terms of its use, design and finish. It will respect the character and appearance of the surrounding conservation area and will provide a satisfactory level of amenity for its inhabitants. It will not impact on neighbouring residential amenity or have any significant traffic or road safety implications.

It is recommended that the Committee approves this application subject to conditions requiring details of materials, acoustic protection of the flats, traffic calming measures as well as legal agreements for a financial contribution towards the Safer Routes to schools and to ensure provision of off-site affordable housing.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

Contact/tel	Emma Wilson- Wednesday, Thursday And Alternate Fridays Only on 0131 529 3634 (FAX 529 3717)
Ward affected	16 - Dean
Local Plan	Central Edinburgh
Statutory Development Plan Provision	Housing and Compatible Uses
Date registered	3 December 2004
Drawing numbers/ Scheme	23 - 24, 26 - 39, 41 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.

If you require further information about this application you should contact the following Principal Planner, Ian Dryden on 0131 529 3464. Email: ian.dryden@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 or sarah.bogunovic@edinburgh.gov.uk

Application Type Full Planning Application
Application Address: 23 Ravelston Terrace
Edinburgh
EH4 3TP

Proposal: Refurbishment and extension of existing office building to form residential units with associated car parking

Reference No: 04/04401/FUL

Consultations, Representations and Planning Policy

Consultations

Transport

Consent should not be issued until the Developer has agreed to contribute £31,500 towards the Stewart Melville Safer Routes to School Programme.

I have no objections to the application subject to the following conditions being applied.

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.

- 1. Parking bays to be 5m x 2.5m*
- 2. Three of the sixty-three parking bays to be disabled (4% of the total is the requirement in the Council's Parking Standards).*
- 3. Traffic calming measures on the vehicular access to be 50m apart ('speed bump' to be moved closer to the junction with Ravelston Terrace).*

Education

There is spare capacity available in the catchment schools for the development of this site. Accordingly, the Education Department would have no objections to this application.

Environmental and Consumer Services

This department would have no objection to the above planning application subject to the following conditions:

1. The design and installation of any lifts shall be such that any associated noise complies with NR20 when measured within any nearby living apartment, and no structure borne vibration is perceptible within any nearby living apartment.

Housing

In Dean 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 16 units.

The applicant approached both a housing association and this Department at an early stage in the development of proposals for the site. The layout of the existing office building and the design requirements associated with its conversion mean that it would be difficult to achieve Housing for Varying Needs standards as required if public subsidy is to be made available for affordable housing. In fact many of the units created would be large and open-plan in style and not of a form favoured by RSLs. The applicant also indicated that Planning were unlikely to consider favourably an application to build 16 affordable units elsewhere within the site. The development footprint is already tight and there are issues around privacy and overshadowing.

The AHP (section 2) allows for off-site provision of affordable housing to be considered in exceptional circumstances including where conversions do not lend themselves to the provision of affordable housing. In addition, it must be demonstrated that there is an agreed mechanism to deliver the requisite number of affordable units elsewhere and that the alternative site makes an equally satisfactory contribution to meeting unmet local housing needs as the principle development site.

The Housing Department accepts that the argument that the form of the building at 23 Ravelston Terrace does not lend itself to conversion for affordable housing.

The Housing Department accepts that an agreed mechanism for the delivering the requisite number of affordable units at an alternative location is in place. The applicant has acquired a site a Gorgie Road and is prepared to dispose of it to Canmore HA. The applicant has stated that the site can accommodate the requisite number of affordable units (16).

The argument about whether Gorgie Road makes an equally satisfactory contribution to meeting unmet local housing needs as Ravelston Terrace is less clear. However, both wards, though different in terms of local characteristics, are identified areas of needs.

The Planning Authority has only accepted off-site provision in two cases to date where specific circumstances warrant this approach. In my view a similar approach is justified with regard to this application and it does not set a precedent which will affect the clearly-stated preference for on-site provision in future applications.

The applicant is commended for the positive manner in which they have approached the provision of affordable housing through this application, in particular their

willingness to engage in pre-application discussions with this department and with a nominated RSL at an early stage.

Therefore there are no objections to the proposal subject to:

** Planning being satisfied that the Gorgie Road site can accommodate the requisite number of affordable units (16);*

** The applicant agreeing to enter into a S75 agreement to provide the aforementioned units at this location with Canmore Housing Association.*

Canmore should be advised of the following in respect of the mix of affordable provision at Gorgie Road. The New Target Housing Standards, which came into effect from the 1 April 2004, states that all affordable homes which require subsidy in the form of Housing Association Grant (HAG) must be built to Lifetime Home standard and that the applicant is required to provide:

- * 10% of the affordable housing to wheelchair accessible standard,*
- * 10% of the affordable housing suitable for older people: and*
- * 25% of the affordable housing as 'family' accommodation of three or more bedrooms.*

Representations

The application was advertised on 24 December 2004. Three letters have been received objecting to the proposals on the following grounds:

- design and external finish not in keeping with the surrounding area;
- traffic and road safety implications;
- noise nuisance and disturbance;
- not in accordance with Local Plan policy;
- loss of privacy;
- overshadowing and loss of light.

All three letters of objection have now been formally withdrawn.

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

CENTRAL EDINBURGH LOCAL PLAN

The site is within an area allocated for Housing and Compatible Uses.

Relevant Policies:

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

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 H3 (HOUSING - CONVERSION OF NON-RESIDENTIAL BUILDINGS) encourages, and sets out criteria for assessing, the change of use of suitable non-residential buildings to housing.

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

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.

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

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

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

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

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

Application Type Full Planning Application
Application Address: 23 Ravelston Terrace
Edinburgh
EH4 3TP

Proposal: Refurbishment and extension of existing office building to form residential units with associated car parking

Reference No: 04/04401/FUL

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. Prior to the issue of this consent the applicants shall enter into a suitable legal agreement with the Council with regards to:
 - (a) the provision of a financial contribution towards the Stewart Melville Safer Routes to School Programme.
 - (b) the provision of 16 affordable housing units at the agreed Gorgie Road site.
3. 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.
4. The design and installation of any lifts shall be such that any associated noise complies with NR20 when measured within any nearby living apartment, and no structure borne vibration is perceptible within any nearby living apartment.
5. 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.

6. Traffic calming measures on the vehicular access to be 50 metres apart (the 'speed bump' to be moved closer to the junction with Ravelston Terrace).

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. To ensure adequate infrastructure provision to accommodate the development and its future occupants.
3. In order to enable the planning authority to consider this/these matter/s in detail.
4. In order to protect the amenity of the occupiers of the development.
5. In order to safeguard the interests of road safety.
6. In order to safeguard the interests of road safety.

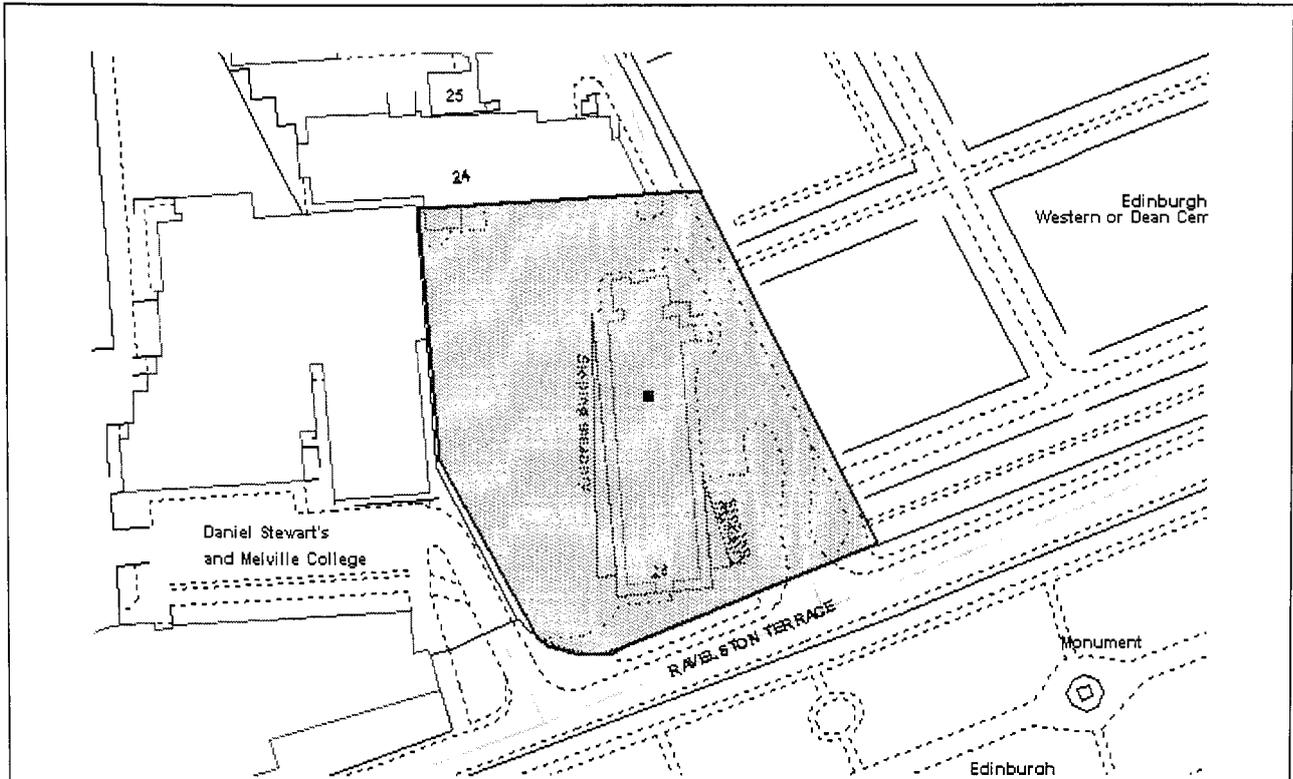
End

Application Type Full Planning Application

Proposal: Refurbishment and extension of existing office building to form residential units with associated car parking

Reference No: 04/04401/FUL

Location Plan



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.