

Development Management Sub Committee

Wednesday 20 March 2019

**Application for Planning Permission 18/03813/FUL
At Eagle Lodge, 488 Ferry Road, Edinburgh
Demolition of existing building forming officers' quarters
and alteration and extension to existing care home to form
10 additional bedrooms and associated facilities (as
amended).**

Item number	4.2
Report number	
Wards	B04 - Forth

Summary

The proposal complies with the development plan. The proposal is acceptable in this location, will have no detrimental impact on the setting of the listed buildings, is of an acceptable height, scale and materials and will have no detrimental impact on traffic, road safety or neighbouring residential amenity.

Links

<u>Policies and guidance for this application</u>	LTRA03, NSG, NSGD02, LDPP, LDES12, LEN03, LEN04, LTRA02, LTRA04,
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Report

Application for Planning Permission 18/03813/FUL At Eagle Lodge, 488 Ferry Road, Edinburgh Demolition of existing building forming officers' quarters and alteration and extension to existing care home to form 10 additional bedrooms and associated facilities (as amended).

Recommendations

1.1 It is recommended that this application be Granted subject to the details below.

Background

2.1 Site description

The application site relates to the grounds of a large traditional two storey villa (Ashbrook) and its ancillary buildings, including its gate lodge that is attached to a large modern building, and which is in use as a nursing home (Eagle Lodge) run by the Salvation Army.

The site is located on the north side of Ferry Road, opposite playing fields which lie within Inverleith Conservation Area. To the east and north, is a modern housing estate. To the west is a carwash. Ashbrook, the main villa, has most recently been used as a Homelessness Services Unit, but is now vacant. It is set behind a stone boundary wall and line of mature trees and is not clearly visible from Ferry Road. The lodge house has been used as an officers' quarters for the Salvation Army. It is located near the entrance, is visible from Ferry Road and is attached to the large modern block that forms the nursing home. As seen from the road, the lodge house is one and a half storeys on its eastern half and one storey high on its western half. A car park is situated between the lodge house and the boundary wall.

The villa, as the main subject of listing, was B listed on 31 January 1981 (ref. 28753).

2.2 Site History

8 March 1972 - Planning permission granted for erection of a home for the elderly (Application reference no. 1882/71).

19 October 1988 - Planning permission granted to erect a three storey residential home for the elderly with car parking (Application reference no. 1094/88).

30 July 2018 - Listed Building Consent not required for the demolition of former gate lodge/stable block currently used as officers accommodation associated with the existing Eagle Lodge Care Home the site. (Application reference no. 18/03816/LBC).

Main report

3.1 Description Of The Proposal

This application is for the demolition of the former lodge house to Ashbrook, which is the listed villa on the site, and to extend the nursing home with a two storey structure, to provide an additional ten bedrooms.

The new build will be more than twice as large in terms of floor area than the existing structure, extending further to the south, west and wrapping around the building to the north.

The extension will be a two storey structure with a pitched slate roof. The walls will be sandstone (some of which will be reclaimed from the lodgehouse) and brick above with zinc panel elements. Windows, fascia and projecting roof vents are to be timber. On the eastern elevation which faces the rear of the gardens of properties on West Ferryfield, the external wall will be entirely stone.

The application proposes 12 vehicular parking spaces, two of which are for disabled use and two of which have electric charging points. There will be two motorcycle parking spaces and cycle parking for ten bicycles.

Supporting Statement

As part of this application the following documents have been submitted which are available to view on Planning and Building Standard's Online Services:

- Design and Access Statement; and
- Supporting Planning Statement.

Scheme 1

The proposals as originally submitted proposed an alternative design to the street elevation and different materials. The east wall which faces the neighbours was to be reconstituted stone and brick, above the boundary wall.

3.2 Determining Issues

Section 25 of the Town and Country Planning (Scotland) Act 1997 states - Where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.

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?

3.3 Assessment

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

- a) the principle of the development is acceptable in this location;
- b) the proposals will impact on the setting of listed buildings;
- c) the proposals are of an appropriate scale, form, and design;
- d) the proposals will result in an unreasonable loss of neighbouring residential amenity;
- e) the proposals will have any traffic or road safety issues; and
- f) any comments raised have been addressed.

a) The Acceptability of the Principle of the Development in this Location

The principle of the care home use on this site is already established. This proposal will add ten bedrooms to the existing home that currently accommodates 35 residents. Policy Des 12 relates to alterations and extensions to existing buildings in respect of design, neighbouring amenity and character. Subject to the assessment of these points to be addressed below, the principle of the additional accommodation for the nursing home is acceptable.

b) The Impact on the Setting of the Listed Buildings

Policy Env 3 relates to development that impacts upon the setting of listed buildings.

The main villa (Ashbrook, 492 Ferry Road) is a B listed building. The lodge house is attached to the large modern development that forms the care home at 488 Ferry Road. The setting of Ashbrook is already substantially compromised by this modern three storey structure.

Although, when built, the lodge house was associated with the main villa, the construction of the modern development on this site has altered this relationship so that the lodge is now subsidiary too, and ancillary to the modern care home. The loss of this feature will therefore not have any impact on the setting of the listed building. The replacement structure will present a public face to the care home as it will face Ferry Road. However, as the setting of Ashbrook has already been significantly altered by the modern care home, it will not have an additional adverse impact on the setting of the listed structure.

c) Scale, Form and Design

Policy Des 12 relates to design, materials and positioning of extensions to existing buildings. New extensions should be compatible with the character of the existing building and not be detrimental to neighbourhood character.

The existing care home is a rendered three storey structure with a pitched roof clad with cement tiles.

The proposed extension will be two storeys high and will be subservient to the main three storey building behind. The materials are of reclaimed stone from the lodge and brick above with a slate roof. To the west, facing the neighbour on West Ferryfield, the elevation will be stone as is currently the case.

The materials, form and design represent an improvement over the current building and present a public face to the street where currently the former gate lodge is unprepossessing. The character of this part of Ferry Road is currently mixed, with modern housing and the occasional traditional building. The new extension will not be at odds with the surrounding area and will be an appropriate addition to the existing building.

The materials, form and design are appropriate.

d) Neighbouring Amenity

Policy Des 12 relates to extensions on existing buildings with respect to their impact in terms of loss of light to neighbouring properties.

The applicant has submitted information with respect to potential overshadowing of the rear gardens on West Ferryfield as well as a daylight analysis of light to the rear windows to these dwellings. Both of these documents use methodologies specified in the Edinburgh Design Guidance. A revised drawing, after a further survey by the applicant, shows the garden levels to the neighbouring property adjusted.

The overshadowing study shows that the gardens already receive daylight for over half their gardens for three hours during the middle of the day and this will not be changed by the proposed development. There will be a minor impact on these gardens later in the day, but overall the impact is within acceptable limits.

The revised daylighting diagram indicates that there will be no undue impact on the neighbouring dwellings on West Ferryfield.

There will be no adverse impact on neighbouring amenity and Des 12 is complied with.

e) Traffic or Road Safety Issues

Policies Tra 2, Tra 3 and Tra 4 relate to the design and provision of parking spaces.

It is proposed that there will be 12 parking spaces for the care home as a whole which includes two spaces for the disabled. It also provides motorcycle parking and cycle parking. The provision of parking complies with the parking standards in the Edinburgh Design Guidance. Unfortunately one of the disabled bays is not immediately adjacent to the main entrance, however, it would be impossible to site it closer without having an impact on mature trees. Therefore the provision of parking is satisfactory and complies with Tra 2, 3, and 4.

f) Public Comments

Material objections

- The design is overly 'grand' and ornate. This has been addressed in the revised scheme.
- Location of front entrance is not obvious. This has been addressed in the revised scheme.
- Height, scale and materials. This has been addressed in Section 3.3.c).
- The impact on the setting on the listed building. This has been addressed in Section 3.3.b).
- Loss of a building of interest. This has been addressed in Section 3.3.b).
- Loss of daylight. This has been addressed in Section 3.3.d).

Non-material comments

Non material comments relate to:

- Increased wind.
- Could be for other uses in the future.

Conclusion

In conclusion, the proposal complies with the development plan. The proposal is acceptable in this location, will have no detrimental impact on the setting of the listed buildings, is of an acceptable height, scale and materials and will have no detrimental impact on traffic, road safety or neighbouring residential amenity.

It is recommended that this application be Granted subject to the details below.

3.4 Conditions/reasons/informatives

Conditions:-

1. A detailed specification, including trade names where appropriate, of all the proposed external materials shall be submitted to and approved in writing by the Planning Authority before work is commenced on site; Note: samples of the materials may be required.
2. Before any part of the development is brought into use, the cycle parking as shown on the approved plans shall be completed and available for use.

Reasons:-

1. In order to safeguard the interests of road safety.
2. In order to enable the planning authority to consider this/these matter/s in detail.

Informatives

It should be noted that:

1. The development hereby permitted shall be commenced no later than the expiration of three years from the date of this consent.
2. No development shall take place on the site until a 'Notice of Initiation of Development' has been submitted to the Council stating the intended date on which the development is to commence. Failure to do so constitutes a breach of planning control, under Section 123(1) of the Town and Country Planning (Scotland) Act 1997.
3. As soon as practicable upon the completion of the development of the site, as authorised in the associated grant of permission, a 'Notice of Completion of Development' must be given, in writing to the Council.
4. In accordance with the Council's LTS Travplan3 policy, the applicant should consider developing a Travel Plan including provision of pedal cycles (inc. electric cycles), secure cycle parking, public transport travel passes, a Welcome Pack, a high-quality map of the neighbourhood (showing cycling, walking and public transport routes to key local facilities), timetables for local public transport;
5. All disabled persons parking places should comply with Disabled Persons Parking Places (Scotland) Act 2009. The Act places a duty on the local authority to promote proper use of parking places for disabled persons' vehicles. The applicant should therefore advise the Council if he wishes the bays to be enforced under this legislation. A contribution of £2,000 will be required to progress the necessary traffic order but this does not require to be included in any legal agreement. All disabled persons parking places must comply with Traffic Signs Regulations and General Directions 2016 regulations or British Standard 8300:2009 as approved;
6. Electric vehicle charging outlets should be considered for this development including dedicated parking spaces with charging facilities and ducting and infrastructure to allow electric vehicles to be readily accommodated in the future.

Financial impact

4.1 The financial impact has been assessed as follows:

There are no financial implications to the Council.

Risk, Policy, compliance and governance impact

5.1 Provided planning applications are determined in accordance with statutory legislation, the level of risk is low.

Equalities impact

6.1 The equalities impact has been assessed as follows:

The application has been assessed and has no impact in terms of equalities or human rights.

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

This application is not subject to the sustainability requirements of the Edinburgh Design Guidance.

Consultation and engagement

8.1 Pre-Application Process

There is no pre-application process history.

8.2 Publicity summary of representations and Community Council comments

Neighbour were notified about this application on 30 July 2018. In all there have been 11 letters of objection from neighbours, members of the public and the Cockburn Association. There has been one letter of comment from the Trinity Community Council.

A full assessment of the representations can be found in the main report in the Assessment section.

Background reading/external references

- To view details of the application go to
- [Planning and Building Standards online services](#)
- [Planning guidelines](#)
- [Conservation Area Character Appraisals](#)
- [Edinburgh Local Development Plan](#)
- [Scottish Planning Policy](#)

Statutory Development

Plan Provision

The application site is located within the Urban Area as defined by the Local Development Plan.

Date registered

17 July 2018

Drawing numbers/Scheme

1, 2, 3a, 4-9, 10a, 11a, 14a, 15a, 16a, 17a, 18a, 19a,,
20a, 21,

Scheme 2

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

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Links - Policies

Relevant Policies:

LDP Policy Tra 3 (Private Cycle Parking) requires cycle parking provision in accordance with standards set out in Council guidance.

Relevant Non-Statutory Guidelines

Non-Statutory guidelines Edinburgh Design Guidance supports development of the highest design quality and that integrates well with the existing city. It sets out the Council's expectations for the design of new development, including buildings, parking, streets and landscape, in Edinburgh.

Relevant policies of the Local Development Plan.

LDP Policy Des 12 (Alterations and Extensions) sets criteria for assessing alterations and extensions to existing buildings.

LDP Policy Env 3 (Listed Buildings - Setting) identifies the circumstances in which development within the curtilage or affecting the setting of a listed building will be permitted.

LDP Policy Env 4 (Listed Buildings - Alterations and Extensions) identifies the circumstances in which alterations and extensions to listed buildings will be permitted.

LDP Policy Tra 2 (Private Car Parking) requires private car parking provision to comply with the parking levels set out in Council guidance, and sets criteria for assessing lower provision.

LDP Policy Tra 4 (Design of Off-Street Car and Cycle Parking) sets criteria for assessing design of off-street car and cycle parking.

Appendix 1

Application for Planning Permission 18/03813/FUL At Eagle Lodge, 488 Ferry Road, Edinburgh Demolition of existing building forming officers' quarters and alteration and extension to existing care home to form 10 additional bedrooms and associated facilities (as amended).

Consultations

Transport

Response dated 19 February 2019

There are no objections to the application subject to the following being included as conditions or informatives as appropriate:

1. In accordance with the Council's LTS Travplan3 policy, the applicant should consider developing a Travel Plan including provision of pedal cycles (inc. electric cycles), secure cycle parking, public transport travel passes, a Welcome Pack, a high-quality map of the neighbourhood (showing cycling, walking and public transport routes to key local facilities), timetables for local public transport;
2. All disabled persons parking places should comply with Disabled Persons Parking Places (Scotland) Act 2009. The Act places a duty on the local authority to promote proper use of parking places for disabled persons' vehicles. The applicant should therefore advise the Council if he wishes the bays to be enforced under this legislation. A contribution of £2,000 will be required to progress the necessary traffic order but this does not require to be included in any legal agreement. All disabled persons parking places must comply with Traffic Signs Regulations and General Directions 2016 regulations or British Standard 8300:2009 as approved;
3. Electric vehicle charging outlets should be considered for this development including dedicated parking spaces with charging facilities and ducting and infrastructure to allow electric vehicles to be readily accommodated in the future;

Note:

It is understood that the proposed development would add 10 beds to the existing 35 existing care home. Current standards would permit / require the following:

Motor vehicle parking - maximum 1 space per 4 beds, i.e. 3 spaces for the additional 10 beds and 12 spaces for the total 45 beds. 12 Car parking spaces are proposed;

Motorcycle parking - minimum 1 space per 25 beds, i.e. 1 space for the additional 10 beds and 2 for the total 45 beds. 2 motorcycle parking spaces are proposed;

Electric vehicle parking - minimum of 1 space per 6 spaces to feature a charging point. 2 EV parking spaces are proposed, meeting this requirement;

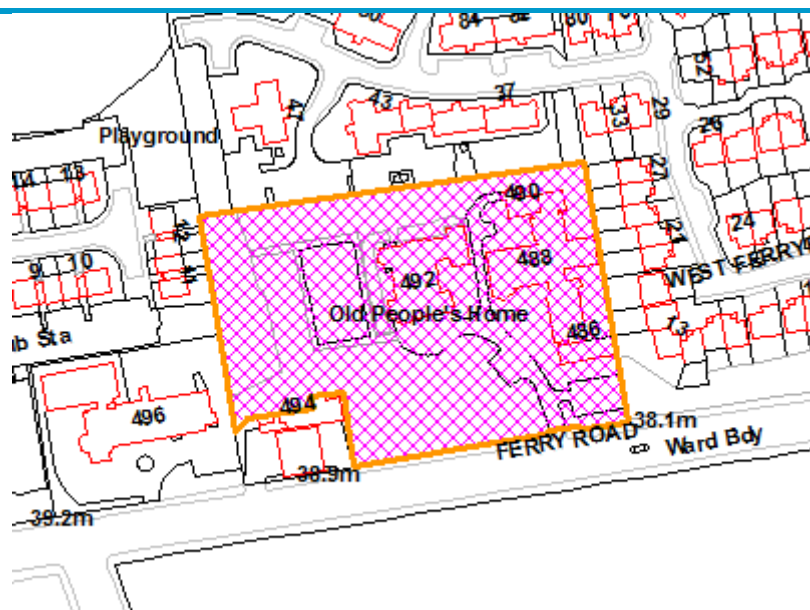
Disabled parking - minimum of 1 space for each disabled employee plus 12% of total motor vehicle parking provision. 2 accessible spaces are proposed, this meets this requirement. There is some concern over the position of space 12, as accessible parking should be as close as possible to building entrances as possible.

Environmental Services

This proposed extension of an existing facility is bordered by residential dwellings approximately 15m to the east. Environmental Protection has checked our records and found no history of complaints regarding the existing care home. The addition of 10 more bedrooms is unlikely to negatively affect existing amenity.

Environmental Protection has no objections to this proposed development.

Location Plan



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