

Development Management Sub Committee

Wednesday 11 November 2020

Application for Planning Permission 20/01960/FUL at Meldrum House, 15 Drumsheugh Gardens, Edinburgh. Change of Use from Office to Hotel (Class 7), alteration and extension to rooftop and external alterations to elevations, with associated works (as amended).

Item number

Report number

Wards

B11 - City Centre

Summary

The proposal complies with the policies within the Edinburgh Local Development Plan. The principle of the use is acceptable and there is no adverse impact on neighbouring amenity. The parking and access have been designed to prioritise active travel and meet the requirements of the Edinburgh Design Guidance. The proposal will contribute to the vitality of the area and the refurbishment and alterations to the external appearance will enhance the setting of the neighbouring listed buildings, character and appearance of the New Town Conservation Area and views of the building approaching the Old and New Town of Edinburgh World Heritage Site. There are no material planning considerations that outweigh this conclusion.

Links

[Policies and guidance for this application](#)

LDPP, LDEL01, LDEL02, LDES01, LDES03, LDES04, LDES05, LDES06, LDES07, LDES08, LEN01, LEN03, LEN06, LEN21, LEN22, LEMP01, LTRA02, LTRA03, HES, HEPS, HESSET, NSG, NSGD02,

Report

Application for Planning Permission 20/01960/FUL at Meldrum House, 15 Drumsheugh Gardens, Edinburgh Change of Use from Office to Hotel (Class 7), alteration and extension to rooftop and external alterations to elevations, with associated works (as amended).

Recommendations

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

Background

2.1 Site description

The site relates to the 1950's purpose-built office block on the east end of Drumsheugh Gardens, at the junction with Lynedoch Place. The building is between six and seven storeys' in height and the predominant building material is concrete. The building contrasts with the surrounding sandstone tenements of around four storey's that are typical of the New Town Conservation Area.

The site sits within the area known as the West End of the New Town. To the north of the site is the Dean Bridge, Charlotte Square is to the east and Shandwick Place to the south leading to Haymarket Train Station. The surrounding area is a mixture of residential and commercial uses that include retail and office space.

The site is within the Old and New Towns of Edinburgh World Heritage Site.

This application site is located within the New Town Conservation Area.

2.2 Site History

There is no relevant planning history for this site.

Main report

3.1 Description of the Proposal

The application is for detailed planning permission for the change of use, refurbishment and alteration and extension of the existing Class 4 Office to form a 166-bedroom Class 7 Hotel with associated landscaping and public realm works. The building is to be refurbished utilising the existing concrete frame and re-clad in stone, brick and metal cladding with a zinc roof with grey metal dormers. Stone will be used to Drumsheugh Gardens with brick on the rear elevations. The roof area to Drumsheugh Gardens will be infilled to create a seven-storey building with a slightly sloping roofscape and pop-up dormers to form an articulated roof form.

The rear car parking courtyards are to be landscaped with two disabled car parking bays with electric charge points accessed from Melville Street Lane. 22 cycle parking spaces are to be incorporated at basement level. A rubble boundary wall is to be formed around the perimeter of the rear courtyards with traditionally styled gates car parking spaces.

Scheme 1

Several amendments have been made during the assessment of the proposals. The main changes relate to:

- The roof material has changed from black metal to zinc with grey metal cladding;
- The glazing proportions at roof level have been reduced;
- The roof has been slightly sloped by 3 - 4 degrees;
- Rounded corners have been added to the roof and
- Additional soft landscaping has been added to the west rear courtyard.

Supporting Information

The following documents were submitted in support of the application:

- Daylight and sunlight report;
- Design and Access Statement;
- Flood and Drainage Report;
- Noise Impact Assessment;
- Planning Statement;
- Sustainability Statement and
- Transport Statement.

These documents can all be viewed on the Planning and Building Standards Online Service

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.

Section 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states that in considering whether to grant planning permission for development which affects a listed building or its setting, a planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states - special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.

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 proposal is acceptable in principle;
- b) the proposals have an adverse impact on the setting of listed buildings, the character and appearance of the conservation area or effect the outstanding universal value of the world heritage site;
- c) the proposed design, scale and layout are acceptable;
- d) the proposal maintains an acceptable level of amenity for existing neighbours;
- e) the transport, access and parking arrangements are acceptable;
- f) the impact on infrastructure is acceptable and
- g) representations raised issues to be addressed.

a) Principle of Development

The site is within the City Centre as defined in the Edinburgh Local Development Plan (LDP). Policy Del 2 City Centre supports proposals that retain and enhance its character, attractiveness, vitality and accessibility of the area. Uses should be appropriate to the site, its accessibility and compatible with the character of the surrounding area. Policy Emp 10 Hotel Development supports hotels in the City Centre to maintain city centre diversity and vitality. Hotels are supported within the urban area in areas with access to good public transport.

The proposal is to change the use from a Class 4 Office to form Class 7 Hotel accommodation. The use as a hotel will form part of a diverse mix of uses on the street including commercial and residential uses. The mix of uses on the street, including the proposed hotel will complement a wider mix of uses within the City Centre. Whilst a shortage of office space has been identified through the Commercial Needs Study (2018), the current LDP does not afford protection against the loss of existing office space. The proposed new use has the potential to enhance the vitality of the area and support the visitor economy. Tourism is a key sector of the city's economy and this proposal will support the provision of high-quality accommodation. Therefore, the proposal is compatible with policies Del 2 and Emp 10 and the use is acceptable, subject to compliance with other LDP policies.

b) Built Heritage

Section 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 require proposals to have special regard to the desirability of preserving the character of these buildings or their settings, or any features of special architectural or historic interest which they possess. Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states that special attention shall be paid to the desirability of preserving or enhancing the character and appearance of that area.

LDP Policy Env 1 World Heritage Sites requires development to respect and protect the outstanding universal values of the World Heritage Site and its setting. LDP Policy Env 3 Listed Buildings - Setting permits development if not detrimental to the architectural character, appearance or historic interest of the building or its settings. LDP Policy Env 6 Conservation Areas - Development supports development which preserves or enhances the special character or appearance of the conservation area and demonstrates a high standard of design utilising appropriate materials for the historic environment.

Listed Buildings

The site sits between the B listed tenements at 1 - 14 Drumsheugh Gardens, 10 - 13 Drumsheugh Street and the B listed Police Call Box sits in front of the building. 1 - 14 Drumsheugh Gardens is a four storey, 2 bay unified townhouse façade with main-door and common stair flats behind with entrance plats oversailing basement. 1 - 13 Drumsheugh Place is a four storey Italianate tenement with commercial units at ground floor. The tenements are characterised by their stone façades and slate roofs and classical architecture. The B listed police box sits to the west of Meldrum House within the street and designed specifically to complement the classical architecture of Edinburgh.

The existing building takes little reference from its context. The predominant building material being concrete, and no reference is given to its relationship with the setting of the neighbouring listed buildings and the characteristics of the classical architecture of the New Town. The re-cladding of the façade, alterations to the fenestration and addition of a well-articulated roofscape address these shortcomings while working with the constraint of the existing building frame. The proposal draws upon the material palate of the neighbouring properties with the extensive sandstone cladding to Drumsheugh Gardens and the use of zinc to the roof to complement the neighbouring slate. Sandstone panels to the upper levels give a solidity to the building to match the neighbouring buildings and the floor to ceiling levels reference the neighbouring properties. The changes will develop a positive relationship with its neighbours and enhance the setting of the listed buildings.

Conservation Area

The New Town Conservation Area Character Appraisal states that the area is typified by the formal plan layout, spacious stone-built terraces, broad streets and an overall classical elegance. The buildings are of a generally consistent three storey and basement scale, with some four-storey corner and central pavilions.

The existing Meldrum House is one of a few modern buildings placed within this well preserved, distinct architectural area and part of the New Town Conservation Area. The proposed replacement of the existing façade, architectural language and materiality sits comfortably within the New Town Conservation area. The design feature dormers pick up on the heavily articulated roofscape of the surrounding area. The material palate includes sandstone to Drumsheugh Gardens with solid to void ratios replicating a similar pattern to the neighbouring properties and blends the building in with the wider townscape. To the rear the existing surface car parking will be removed and landscaped areas with a traditional boundary treatment to the lane.

The refurbishment and alterations to the roofscape demonstrate a high standard of design and utilise appropriate materials within the historic environment. Whilst it would be desirable for a new proposal to sit at a similar height to its neighbours a substantial reduction in height is unlikely to be achieved without the wholesale clearance of the site.

The proposed refurbishment of the existing building will reinvigorate this modernist block and integrate the building within its surroundings. The changes will enhance the buildings relationship with the street and appearance in local views. The reinstatement of traditional boundary treatments along the lane will enhance the character of the lane and views from Drumsheugh Gardens. The character of the area is formed of a mix of uses and the change of use from office to hotel will maintain an appropriate mix and have a neutral impact on the mixed use character of the area. Overall, the changes will enhance the appearance of the New Town Conservation Area.

World Heritage Site

The site sits within the Old and New Towns of Edinburgh World Heritage Site and prominent within an important gateway to the site and key view from the Dean Bridge. Edinburgh World Heritage have been consulted and consider the proposal to have a harmful impact on the Outstanding Universal Value of the World Heritage Site as the building will become more visually prominent. The existing building sits quietly within the view but contrasts with the prevailing building materials, heights and articulated roofscape. The proposed changes present an opportunity to enhance the gateway from the negative impact of the current building. The design and use of traditional materials will relate to the existing sandstone character of other buildings within the view. The material of the roof and articulation of the roof planes and dormers work sensitively with other roofs. The introduction of an articulated roof form is a positive contribution to the wider roofscape. The existing building is and the proposed scheme will be prominent with the key view to the site. However, the proposed changes have responded sensitively to its surroundings and enhance the key approach to the World Heritage Site, integrating a contemporary refurbishment sensitively within its historic surroundings.

With reference to Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 the proposals preserve the character and setting of the listed buildings and the character or appearance of the New Town Conservation Area. The proposal complies with LDP Polices Env 1, Env 3 and Env 6.

c) Design, Scale and Layout

LDP Policy Des 1 Design Quality and Context supports development that will contribute towards the sense of place and draws upon the positive characteristics of the surrounding area. LDP Policy Des 3 Development Design - Incorporating and Enhancing Existing and Potential Features supports the retention of existing characteristics and features worthy of retention and LDP Policy Des 4 Development Design - Impact on Setting supports development that has a positive impact on its surroundings regarding height, scale, form and materials.

Des 7 - Layout Design and Des 8 Public Realm and Landscape Design of the LDP support schemes with a comprehensively designed layout and demonstrate an integrated approach to the layout of buildings, streets and footpaths. Layouts should incorporate and enhance existing features contributing towards a sense of place.

Layout

The layout of the building will utilise the existing building footprint with entrance to the building taken from Drumsheugh Gardens and a rear entrance accessible from Melville Street Lane. The main changes to the external layout relate to the rear east and west surface car park court yards. The west courtyard is to be reconfigured to provide soft landscaping and pedestrian access point to the lane. The existing surface car parking within the east courtyard will be reduced to two electric charge parking points and refuse storage with some soft landscaping. Overall, the changes to the layout are an enhancement of the existing layout increasing soft landscaping on the site and reducing the area dedicated to surface car parking. The changes have been well considered and form an improved layout to the site and enhance the lane environment.

Height, Scale and Massing

The area is characterised by typical Georgian four storey sandstone tenements with two storey bay window patterns. The buildings are set slightly back from the street with decorative black railings providing a traditional boundary treatment with stair plat entrance. The existing building does not reflect the character of the of the street and wider New Town and sits above the prevailing building height of the street. The existing building is seven storeys to Drumsheugh Gardens and steps back to eight to the rear with smaller floor to ceiling heights than traditional tenements.

The proposal will result in a modest increase to the overall height of the building. To create a more efficient layout, the roof area currently occupied by plant has been infilled at the top floor which will bring the north elevation of the building to the same height as the south extension. The comprehensive change to the roof design and form will create an enhance articulated roofscape to the building. Whilst, the building may appear higher in long views, the overall changes to the height are modest and the benefits of the overall change in materials and form ameliorate issues regarding the height. The current roof level is prominent within key views of the site and cluttered with unattractive plant. This proposal will have a similar height but will make a more positive contribution by incorporating an attractive design that references the wider context in its design.

The change in material from sandstone to metal cladding between levels 05 and 06 occurs at a point which responds to the height of the eaves level to adjacent townhouses. The dark grey cladding with dormers provides a roof top concept and as seen from the proposed CGI's, allows the development to blend into the roofscape. The applicant has submitted views that demonstrate that whilst the proposed development will be slightly more prominent within the key view from the Dean Bridge, the proposal will form an attractive visual element within the view and substantially improve upon the rooftop plant currently visible. Accordingly, the change in height to accommodate an attractive roofscape containing additional accommodation is acceptable.

Design and Materials

The design strategy for the development is to convert the building through replacing the existing façade and providing a modern aesthetic which, through the architectural language and materiality, will allow it to sit comfortably with the Edinburgh's New Town. The building will be stripped and re-clad in stone, brick and metal cladding. The upper level will be extended to the north side, to match the roof level of the south extension, lending a more harmonious roof-scape to the building. The architectural approach is for a simple, elegant facade that emulates the rhythms and patterns of the neighbouring west-end buildings.

The design approach to materiality is to provide a sandstone frame to Drumsheugh Gardens with the Sandstone returning to Melville Street Lane. The structural bays reflect the existing structure retained and the repetition and strong rhythm of bay windows down the street. The sandstone panels to the upper levels give a solidity to the building to match the neighbouring buildings and is evident on the view from Dean Bridge. The infill metal panels to the ground and first floor give a modern aesthetic to the building plus the areas of glazing to guest lounge area provides an element of activation to street level. A dark brick has been proposed to the courtyard elevations to the rear. Within the new town dressed stone is evident to the primary façades with coursed rubble to the rear. This response is reflected in a modern interpretation using the grey brick. To the roof, zinc cladding has been used to respond to the traditional slate roofs with dark grey metal dormers. Overall, the proposal is a well-executed design concept with enhances the townscape and complies with policies Des 1, Des 3, Des 4, Des 7 and Des 8 of the LDP.

d) Amenity

Policy Des 5 Development Design - Amenity of the LDP supports development where it can be demonstrated that neighbours and future occupiers will have an acceptable level of amenity in relation to noise, daylight, sunlight, privacy and outlook. The Edinburgh Design Guidance sets out standards for protecting residential amenity and how it will be assessed.

The applicant has demonstrated that there will not be a detrimental impact on the level of daylighting to the neighbouring properties. The neighbouring windows were assessed by Vertical Sky Component (VSC) and Average Daylight Factor (ADF) and adequate daylight was maintained to all properties that currently meet the standard. A Noise Impact Assessment has been undertaken with recommendations to the maintain reasonable noise levels and its recommendations are subject to a condition. The building footprint is unchanged and therefore, there will no loss of privacy to the neighbouring properties. Therefore, adequate amenity will be maintained to the neighbouring properties and complies with policy Des 5 of the LDP.

e) Transport

The scheme has been assessed against policies Tra 2 Private Car Parking and Tra 3 Private Cycle Parking. Any parking provision should comply with the standards set out in the Edinburgh Design Guidance and incorporated within the scheme.

The existing office has fourteen formal parking spaces to the rear of the building accessed from Melville Street Lane. As part of the refurbishment of the hotel the existing car parking spaces will be landscaped and the car parking will be reduced to two disabled car parking spaces with electric charge points. The spaces will be accessible from Melville Street lane and result in a net reduction in twelve car parking spaces on the site. The Edinburgh Design Guidance has no minimum level of car parking provision on site and therefore, the loss of twelve spaces is acceptable and a positive contribution to prioritising active travel to this site. Twenty two cycle parking spaces will be provided and exceeds the requirements of the Edinburgh Design Guidance. These will be provided in the 'Sheffield' stands in a secure room at basement level. A continuous footway will be delivered on the existing Melville Street Lane/Drumheugh Gardens access junction for pedestrian priority. The Roads Authority was consulted and raised no objections and the proposals comply with policies Tra 2 and Tra 3.

f) Infrastructure

LDP Policy Del 1 requires contributions to the provision of infrastructure to mitigate the impact of development. The Action Programme and Developer Contributions and Infrastructure Delivery Supplementary Guidance sets out contributions required towards the provision of infrastructure.

The site is within 250m - 500m of tram line 1 and therefore, within the zone 2 contribution zone as defined in the Developer Contributions and Infrastructure Developer Delivery Supplementary Guidance. The applicant is required to contribute the net sum of £4,914 and will be subject to a legal agreement. The scheme complies with policy Del 1 subject to a suitable legal agreement to secure this contribution. The developer has agreed to pay these monies in advance of the commencement of development. It is appropriate to secure this sum of money through a S69 agreement, in advance of consent being released.

g) Other Issues

Sustainability

Policy Des 6 Sustainable Buildings supports proposals where environmental resource use and impact has been reduced. The refurbishment of the existing building is the most sustainable approach to redeveloping the site. Utilising the existing frame and materials on the site represents a sustainable approach to the development of this site. Therefore, the policy complies with LDP policy Des 6.

Waste

Refuse and recycling bins are located within an external bin store adjacent to the upper courtyard area. This is accessed from Melville Street Lane. Transport have been consulted and do not object to the servicing strategy.

h) Public Comments

Comments on scheme are as follows:

Material Comments - Objections

- Proposed use; this is addressed in section 3.3 a)
- Setting of the listed buildings; this is addressed in section 3.3 b)
- Character and appearance of the conservation area; this is addressed in section 3.3 b)
- Outstanding universal value of the World Heritage Site; this is addressed in section 3.3 b)
- Height; this is addressed in section 3.3 c)
- Design; this is addressed in section 3.3 c)
- Materials; this is addressed in section 3.3 c)
- Noise; this is addressed in section 3.4. d)
- Amenity; this is addressed in section 3.3 d)
- Daylight, sunlight and overshadowing; this is addressed in section 3.3 d)
- Privacy; this addressed in section 3.3 d)
- Transport; this is addressed in section 3.3 e)
- Waste; this is address in section 3.3 h)

Non-Material Comments

- Fire regulations; building standards issue.
- Structural integrity; building standards issue.

Community Council

The New Town Community Council were consulted and supported the application based on the following grounds:

- Use; this is addressed in section 3.3 a)
- Design; this is addressed in section 3.3 c)
- Materials; this is addressed in section 3.3 c)
- Landscaping; this is addressed in section 3.3 c) and
- Sustainability; this is addressed in section 3.3 h)

Conclusion

The proposal complies with the policies within the Edinburgh Local Development Plan. The principle of the use is acceptable and there is no adverse impact on neighbouring amenity. The parking and access have been designed to prioritise active travel and meet the requirements of the Edinburgh Design Guidance. The proposal will contribute to the vitality of the area and the refurbishment and alterations to the external appearance will enhance the setting of the neighbouring listed buildings, character and appearance of the New Town Conservation Area and views of the building approaching the Old and New Town of Edinburgh World Heritage Site. There are no material planning considerations that outweigh this conclusion.

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. The development shall be completed in accordance with the acoustic requirements specified in the noise impact assessment (Sandy Brown Technical Report No. 19199-R01-F, dated 7th May 2020), should be installed prior to start of operations and are specified below:

The building services plant contained in the plantroom should be designed to not exceed a Noise Rating of NR 45, when measured at 3 m externally from ventilation routes to the plant room (i.e. from atmospheric louvres, flues, exhausts, etc.).

The substation should not exceed a Noise Rating of NR 45 at 3 m distance externally.

The condenser units should not exceed a Noise Rating of NR 66 dB (L_{Aeq} 71 dB), when measured at 1 m from each unit. This is based on 16 condenser units being installed on the roof.

3. Details of traditionally styled gates to be installed along Melville Street Lane to screen the proposed car parking spaces are to be submitted and approved by the planning authority. The approved gates shall be installed and operational prior to the operation of the hotel.
4. The applicant is to deliver a continuous footway on the existing Melville Street Lane/Drumsheugh Gardens access junction for pedestrian priority to be installed prior to operation of the hotel.

Reasons: -

1. In order to enable the planning authority to consider this/these matter/s in detail.
2. In order to safeguard the amenity of neighbouring residents and other occupiers.
3. In order to safeguard the character of the conservation area.
4. To prioritise pedestrian movement.

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. Consent shall not be issued until a S69 legal agreement, including those requiring a financial contribution payable to the City of Edinburgh Council, has been concluded in relation all of those matters identified in the proposed Heads of Terms.

These matters are:

Transport

The applicant will be required to contribute the net sum of £4,914 (based on proposed 166 bed hotel and existing 5,884sqm office in Zone 2) to the Edinburgh Tram in line with the approved Tram Line Developer Contributions report.

The legal agreement should be concluded within 6 months of the date of this notice. If not concluded within that 6-month period, a report will be put to committee with a likely recommendation that the application be refused.

Financial impact

4.1 The financial impact has been assessed as follows:

The application is subject to a legal agreement for developer contributions.

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 considered 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 meets the sustainability requirements of the Edinburgh Design Guidance.

Consultation and engagement

8.1 Pre-Application Process

Pre-application discussions took place on this application.

8.2 Publicity summary of representations and Community Council comments

The application was publicised on the weekly list of applications on 18 May 2020. Neighbours were notified of the application on 13 May 2020 and 21 days were allowed for comments. The proposals that formed Scheme 1 received 21 objections three supporting comments and one general comment.

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**

Edinburgh Local Development Plan

Date registered

12 May 2020

Drawing numbers/Scheme01 - 10, 11A - 12A, 13 - 16, 17A - 18A, 19, 20A - 28A,
29,
30A, 31 - 38,

Scheme 2

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PLACE

The City of Edinburgh Council

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Relevant Policies:**Relevant policies of the Local Development Plan.**

LDP Policy Del 1 (Developer Contributions and Infrastructure Delivery) identifies the circumstances in which developer contributions will be required.

LDP Policy Del 2 (City Centre) sets criteria for assessing development in the city centre.

LDP Policy Des 1 (Design Quality and Context) sets general criteria for assessing design quality and requires an overall design concept to be demonstrated.

LDP Policy Des 3 (Development Design - Incorporating and Enhancing Existing and Potential Features) supports development where it is demonstrated that existing and potential features have been incorporated into the design.

LDP Policy Des 4 (Development Design - Impact on Setting) sets criteria for assessing the impact of development design against its setting.

LDP Policy Des 5 (Development Design - Amenity) sets criteria for assessing amenity.

LDP Policy Des 6 (Sustainable Buildings) sets criteria for assessing the sustainability of new development.

LDP Policy Des 7 (Layout design) sets criteria for assessing layout design.

LDP Policy Des 8 (Public Realm and Landscape Design) sets criteria for assessing public realm and landscape design.

LDP Policy Env 1 (World Heritage Site) protects the quality of the World Heritage Site and its setting.

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 6 (Conservation Areas - Development) sets out criteria for assessing development in a conservation area.

LDP Policy Env 21 (Flood Protection) sets criteria for assessing the impact of development on flood protection.

LDP Policy Env 22 (Pollution and Air, Water and Soil Quality) sets criteria for assessing the impact of development on air, water and soil quality.

LDP Policy Emp 1 (Office Development) identifies locations and circumstances in which office development 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 3 (Private Cycle Parking) requires cycle parking provision in accordance with standards set out in Council guidance.

Relevant Government Guidance on Historic Environment.

The Historic Environment Policy for Scotland 2019 outlines Government policy on how we should care for the historic environment when taking planning decisions.

Managing Change in the Historic Environment: Setting sets out Government guidance on the principles that apply to developments affecting the setting of historic assets or places.

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.

Appendix 1

Application for Planning Permission 20/01960/FUL At Meldrum House, 15 Drumsheugh Gardens, Edinburgh Change of Use from Office to Hotel (Class 7), alteration and extension to rooftop and external alterations to elevations, with associated works (as amended).

Consultations

Transport - response dated 27/10/2020

No objections to the application subject to the following being included as conditions or informatives as appropriate:

- 1. The applicant will be required to contribute the net sum of £4,914 (based on proposed 166 bed hotel and existing 5,885sqm office in Zone 2) to the Edinburgh Tram in line with the approved Tram Line Developer Contributions report. The sum to be indexed as appropriate and the use period to be 10 years from date of payment;*
- 2. 22 secure cycle parking spaces are required for the proposed hotel;*
- 3. Applicant will be required to provide continuous footway on existing Melville Street Lane/Drumheugh Gardens access junction for pedestrian priority;*
- 4. In accordance with the Council's LTS Travplan3 policy, the applicant should consider developing a Travel Plan including provision of a high-quality map of the neighbourhood (showing cycling, walking and public transport routes to key local facilities), timetables for local public transport;*
- 5. The City of Edinburgh Council acting as Roads Authority reserves the right under Section 93 of The Roads (Scotland) Act 1984 to adjust the intensity of any non-adopted lighting applicable to the application address.*

Note:

- a) Tram contribution - Zone: 2; Existing 5,884sqm office = £376,086.09 Proposed 166 bed hotel = £ 381,000; Net tram contribution = £4,914*
- b) The proposed development is estimated to result in a reduction in people trips of around 45% on the transport network during the period 0600 to midnight on weekdays, when compared to the existing office use of Meldrum House, but more trips during weekends;*
- c) The proposed 2 car parking spaces complies with CEC parking standards which could allow a maximum of 33 car parking spaces in Zone 2;*
- d) The proposed development is accessible by public transport (bus, tram and rail);*
- e) The site is well connected to active travel network.*
- f) Servicing to take place on Melville Street Lane or Drumheugh Gardens depending on size of vehicle as per existing office use. The proposed hotel does not have restaurant, bars or breakfast rooms. Servicing the new hotel will be restricted to the removal of small waste from the hotel guest rooms and the hotel back of house operations. The supply and removal of laundry and general housekeeper's materials. It is anticipated that van deliveries will be limited to 1 to 2 per day."*

g) *It is recommended that servicing on Melville Street Lane takes place during off peak hours to prevent blockade of Melville Street Lane to residential use/parking*

Edinburgh World Heritage - response dated 27/10/2020

Thank you for consulting Edinburgh World Heritage regarding the above amended application. We offer the following comments to the formal submission, which we hope you find helpful in determining the application. This should be read in conjunction with our previous comments of 26 June 2020.

The principal focus of Edinburgh World Heritage is the impact on the Outstanding Universal Value (OUV) of the 'Old and New Towns of Edinburgh' World Heritage Site ('the World Heritage Site' or 'WHS'). Therefore, proportional comment may be made on impact upon individual heritage assets (e.g. Listed Buildings and Conservation Areas), but only to the extent that this impacts upon the city's overall OUV. The Local Planning Authority should therefore give additional consideration to individual heritage assets affected, beyond the scope of our comments, in line with planning policy and legislation.

OUTSTANDING UNIVERSAL VALUE As outlined in previous advice, Drumsheugh Gardens is a late 19th century area of the New Town, and consists of tall, grand houses enclosing a triangle of mature trees. The houses in the immediate vicinity to Meldrum House are by John Lessels, 1874-82. The whole presents a mastery of scale and detail unrivalled in the Western New Town. Meldrum House, at number 15, replaced St. Andrew's Free Church in 1957. The building is not considered to have a positive impact on the Outstanding Universal Value of the World Heritage Site, and represents some potential for positive, sensitive development.

In the context of this planning application, we have identified a number of areas for consideration in relation to the attributes of the World Heritage Site:

- Characteristic views both into and out of the World Heritage Site, with the view from Dean Bridge being a particularly important view in both historic and current-day respects*
- The highly distinctive skyline/roofscape of this part of Edinburgh's New Town*
- The characteristic historic combination of materials across the New Town*
- The series of neoclassical buildings and terraces and their architectural qualities*

IMPACT ON OUTSTANDING UNIVERSAL VALUE

In our previous advice, we raised concern that the proposed alteration and extension to the building would result in a far more visually prominent structure, which in turn would have a negative impact on the harmony of the surrounding built environment. Concerns were also raised that the harmful impact on the skyline as a result of the raising of the height - by one storey at the front and resulting in two storeys higher than the buildings either side. Long views on approach to the World Heritage Site would also be affected. The architectural form and materials proposed were also not considered to be contextual to the historic context. As a result, the proposals were considered to constitute a negative impact on the Outstanding Universal Value of the World Heritage

Site in relation to the existing state, and were not supported by Edinburgh World Heritage.

The proposals have not meaningfully changed since our previous response. We therefore remain of the view that the proposals would constitute a harmful impact on the Outstanding Universal Value of the World Heritage Site.

RELEVANT POLICY & LEGISLATION

In addition to the duties, legislation and policies relating to individual heritage assets, the following are those most pertinent to the World Heritage Site in this case (not exhaustive):

- Duty to protect, conserve and present OUV for future generations (UNESCO)*
- Where a development proposal has the potential to affect a World Heritage Site, or its setting, the planning authority must protect and preserve its Outstanding Universal Value (Scottish Planning Policy, 147)*
- The siting and design of development should take account of all aspects of the historic environment (Scottish Planning Policy, 140)*
- Development which would harm the qualities which justified the inscription of the Old and New Towns of Edinburgh and/or the Forth Bridge as World Heritage Sites or would have a detrimental impact on a Site's setting will not be permitted. This policy requires development to respect and protect the outstanding universal values of the World Heritage Sites and their settings. Setting may include sites in the immediate vicinity, viewpoints identified in the key views study and prominent landscape features throughout the city (Edinburgh Local Development Plan, Policy Env 1 World Heritage Sites)*
- Ensure that the Outstanding Universal Value of the WHS is taken into account in planning decision (WHS Management Plan 2017-22)*

RESULTANT POSITION

Due to the harmful impact of the proposals on the Outstanding Universal Value of the World Heritage Site, we do not consider that the development is in line with the legislative and policy considerations above. We therefore cannot support this proposal.

We continue to consider that the site represents a positive opportunity for sensitive and considered development, and would be happy to provide further advice in this respect. For now, we refer to the concerns raised in this and previous letters in order to develop an appropriate scheme for this site.

As always, we advise you engage the heritage expertise within your planning department to inform the wider heritage considerations of this application.

Historic Environment Scotland - response dated 26/05/2020

Thank you for your consultation which we received on 13 May 2020. We have assessed it for our historic environment interests and consider that the proposals have the potential to affect the following:

<i>Ref</i>	<i>Name</i>	<i>Designation Type</i>
<i>LB29275</i>	<i>3-22 (INCLUSIVE NUMBERS) LYNEDOCH PLACE,</i>	<i>Listed</i>
<i>Building</i>	<i>INCLUDING RAILINGS AND ARCHED LAMP HOLDERS</i>	
<i>LB29324</i>	<i>1-41 (ODD NUMBERS)</i>	
<i>Building</i>	<i>MELVILLE STREET, 1-6 (INCLUSIVE) MELVILLE PLACE,</i> <i>INCLUDING RAILINGS AND ARCHED LAMP HOLDERS</i>	<i>Listed</i>

You should also seek advice from your archaeology and conservation service for matters including unscheduled archaeology and category B and C-listed buildings.

Our Advice

We have considered the information received and do not have any comments to make on the proposals. Our decision not to provide comments should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on development affecting the historic environment, together with related policy guidance.

Further Information

This response applies to the application currently proposed. An amended scheme may require another consultation with us.

Transport - response dated 10/08/2020

The application should be continued.

Reasons:

I. Th applicant is required to provide servicing strategy and demonstrate how it will work. The service strategy outlined in the transport statement raises safety concern on vehicles turning onto Drumheugh Gardens from the junction. Servicing on Melville Str. Lane could block residential access.

II. Layout /design of the proposed 22 cycle spaces required;

III. Recommendation- the proposed location of 2 disabled bays and hardstanding to the south west could be swapped for ease of car manoeuvre/parking.

1. The applicant will be required to contribute the net sum of ££17,575 (based on proposed 166 bed hotel and existing 5,512sqm office in Zone 2) to the Edinburgh Tram in line with the approved Tram Line Developer Contributions report. The sum to be indexed as appropriate and the use period to be 10 years from date of payment;

2. Contribute the sum of £2,000 to progress a suitable order to redetermine sections of footway and carriageway as necessary for the development;

3. Applicant will be required to provide continuous footway on existing Melville Street Lane/Drumheugh Gardens access junction for pedestrian priority;

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

consent. The extent of adoptable roads, including footways, footpaths, accesses, cycle tracks, verges and service strips to be agreed. The applicant should note that this will include details of lighting, drainage, Sustainable Urban Drainage, materials, structures, layout, car and cycle parking numbers including location, design and specification. Particular attention must be paid to ensuring that refuse collection vehicles are able to service the site. The applicant is recommended to contact the Council's waste management team to agree details;

5. The applicant should note that the Council will not accept maintenance responsibility for underground water storage / attenuation;

6. 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;

7. The City of Edinburgh Council acting as Roads Authority reserves the right under Section 93 of The Roads (Scotland) Act 1984 to adjust the intensity of any non-adopted lighting applicable to the application address.

Note:

a) Tram contribution - Zone: 2; Existing 5,512sqm office = £363,425.43, Proposed 166 bed hotel = £ 381,000; Net tram contribution =£17,575

b) The proposed development is estimated to result in a reduction in people trips of around

45% on the transport network during the period 0600 to midnight on weekdays, when compared to the existing office use of Meldrum House, but more trips during weekends;

c) The proposed 2 car parking spaces complies with CEC parking standards which could allow a maximum of 33 car parking spaces in Zone 2;

d) The proposed development is accessible by public transport (bus, tram and rail);

e) The site is well connected to active travel network.

Transport - updated response dated 11/09/2020

No objections to the application subject to the following being included as conditions or informatives as appropriate:

1. The applicant will be required to contribute the net sum of ££17,575 (based on proposed 166 bed hotel and existing 5,512sqm office in Zone 2) to the Edinburgh Tram in line with the approved Tram Line Developer Contributions report. The sum to be indexed as appropriate and the use period to be 10 years from date of payment;

2. 22 secure cycle parking spaces are required for the proposed hotel;

3. Applicant will be required to provide continuous footway on existing Melville Street Lane/Drumheugh Gardens access junction for pedestrian priority;

4. In accordance with the Council's LTS Travplan3 policy, the applicant should consider developing a Travel Plan including provision of a high-quality map of the neighbourhood (showing cycling, walking and public transport routes to key local facilities), timetables for local public transport;

5. The City of Edinburgh Council acting as Roads Authority reserves the right under Section 93 of The Roads (Scotland) Act 1984 to adjust the intensity of any non-adopted lighting applicable to the application address.

Note:

- a) Tram contribution - Zone: 2; Existing 5,512sqm office = £363,425.43, Proposed 166 bed hotel = £ 381,000; Net tram contribution =£17,575
- b) The proposed development is estimated to result in a reduction in people trips of around 45% on the transport network during the period 0600 to midnight on weekdays, when compared to the existing office use of Meldrum House, but more trips during weekends;
- c) The proposed 2 car parking spaces complies with CEC parking standards which could allow a maximum of 33 car parking spaces in Zone 2;
- d) The proposed development is accessible by public transport (bus, tram and rail);
- e) The site is well connected to active travel network.
- f) Servicing to take place on Melville Street Lane or Drumheugh Gardens depending on size of vehicle as per existing office use. The proposed hotel does not have restaurant, bars or breakfast rooms. Servicing the new hotel will be restricted to the removal of small waste from the hotel guest rooms and the hotel back of house operations. The supply and removal of laundry and general housekeeper's materials. It is anticipated that van deliveries will be limited to 1 to 2 per day."
- g) It is recommended that servicing on Melville Street Lane takes place during off peak hours to prevent blockade of Melville Street Lane to residential use/parking

Economic Development - response dated 25/05/2020

It is estimated that the proposed development would support approximately 83 FTE jobs and £3.94 million of GVA per annum (not including the impact of visitor expenditure). When the impact of the existing building is accounted for, the projected net impact is a net fall of 331 FTE jobs and £25.59 million of GVA per annum. This reflects the typically lower employment density of hotels relative to office buildings and the typically lower economic productivity of these activities. In principle the continued use of the building as office space would support significantly higher economic outputs than its conversion to a hotel, albeit it is recognised that securing an occupier for the building without significant refurbishment could be challenging given its advanced age.

The following are comments from the City of Edinburgh Council's Economic Development service relating to planning application 20/01960/FUL for the conversion of Meldrum House, 15 Drumsheugh Gardens, Edinburgh from an office building into a hotel.

Commentary on existing uses

The application relates to a 4,137 sqm (net) 1950s office building located at 15 Drumsheugh Gardens, Edinburgh, currently occupied by HM Revenue & Customs.

The economic impact of the existing building can be estimated. Based on the average employment density for a public sector office (reflecting the existing use of the building) - one FTE employee per 12 sqm - the building could be expected to support 414 FTE jobs if fully-occupied (4,137 divided by 12). Based on the average GVA per employee for the public sector in Edinburgh (£71,333 in 2018 prices), the building could be expected to support £29.53 million of GVA per annum if fully occupied by a financial services occupier (£71,333 times 414).

It is recognised that Meldrum House is of advanced age and it would potentially be challenging for the building to be fully-let without refurbishment.

Commentary on proposed uses

The application proposes the refurbishment of the building into a hotel of 166 bedrooms. The operational management plan supplied by the applicant indicates that the hotel would be operated by The Resident, an "upper upscale" brand.

Class 7 - Hotels and hostels

The development as proposed would deliver 166 hotel bedrooms. Based on a typical employment density for upscale hotels of one full-time equivalent employee per two bedrooms, the hotel could be expected to directly support approximately 83 FTE jobs if fully occupied (166 divide by 2). Based on a mean gross value added per employee (2018 prices) for the accommodation sector in Edinburgh of £47,429, this could be expected to directly add £3.94m of GVA per annum (83 times £47,429) to the economy of Edinburgh. This does not include the impact of visitor expenditure due to a lack of data to calculate this.

Overall economic impact

The development as proposed could be expected to directly support 83 FTE jobs and £3.94 million of GVA. As set out above, it is estimated that the existing building could, if fully occupied, be expected to support approximately 414 FTE jobs and £29.53 million of GVA per annum. This suggests that the development would have a negative net impact of approximately 331 FTE jobs (414 - 83) and £25.59 million of GVA per annum (£29.53 million - £3.94 million).

SUMMARY RESPONSE TO CONSULTATION

It is estimated that the proposed development would support approximately 83 FTE jobs and £3.94 million of GVA per annum. When the impact of the existing buildings is accounted for, the projected net impact is a net fall of 331 FTE jobs and £25.59 million of GVA per annum.

This response is made on behalf of Economic Development.

Environmental Protection - response dated 07/10/2020

The application proposes the change of use of an existing office to a hotel. Residential properties are situated to the north-east, south and south-west. Further noise and air quality impact information has been provided in support of the application.

A noise impact assessment has been provided which details plant specifications and mitigation methods to ensure that the surrounding residential properties are not affected by noise (to meet the noise limit of NR 25 within the nearest residential property with the window open for ventilation purposes). A condition is recommended below to that effect.

The agent for the application has confirmed that a new MVHR and heat recovery system will be included within the hotel along with air source heat pumps. These measures will therefore allow the removal of existing inefficient office gas boilers which bolster the existing environmental background NO2 levels and their removal is supported in this area of the city.

Environmental Protection asked the developer to consider the removal of the proposed car parking spaces and/or include electric vehicle charging points within the two spaces proposed. It is disappointing that these important air quality mitigation measures have not been included by the developer. However, on balance, due to the fact that there are only two parking spaces, the other sustainable measures proposed assist in mitigating air quality impacts from the existing operations then Environmental Protection will not object to the proposal on air quality grounds.

Therefore, Environmental Protection has no objections to this proposed development subject to the following conditions:

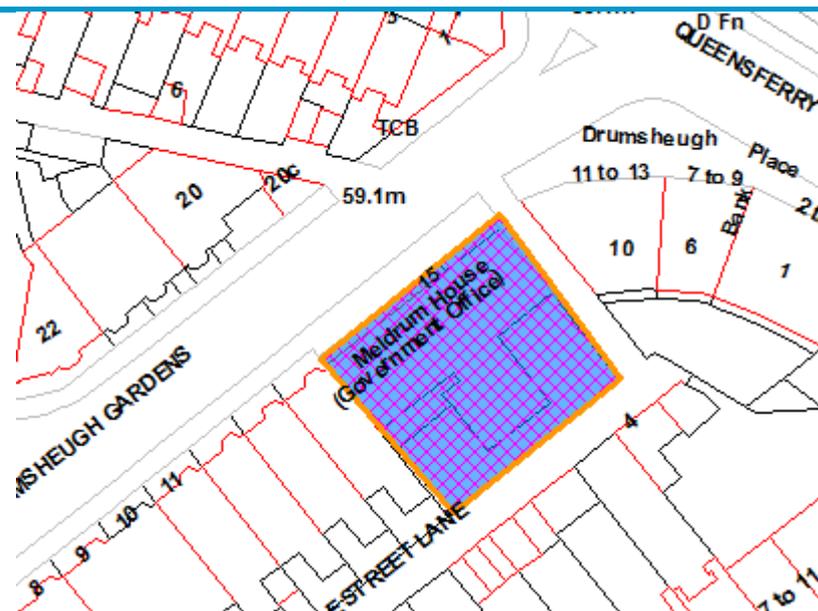
1. The development shall be completed in accordance with the acoustic requirements specified in the noise impact assessment (Sandy Brown Technical Report No. 19199-R01-F, dated 7th May 2020), should be installed prior to start of operations and are specified below:

The building services plant contained in the plantroom should be designed to not exceed a Noise Rating of NR 45, when measured at 3 m externally from ventilation routes to the plant room (ie from atmospheric louvres, flues, exhausts, etc.).

The substation should not exceed a Noise Rating of NR 45 at 3 m distance externally.

The condenser units should not exceed a Noise Rating of NR 66 dB (\sim 3LAeq 71 dB), when measured at 1 m from each unit. This is based on 16 condenser units being installed on the roof.

Location Plan



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