

Development Management Sub-Committee Report

Wednesday 21 June 2023

**Application for Planning Permission
1 Scotstoun House, South Queensferry, EH30 9SE.**

Proposal: Redevelopment of Scotstoun House including conversion and extension of existing buildings to residential use, part-demolition of office extension, and erection of new build residential development with associated infrastructure, landscaping, access and parking. (as amended)

**Item – Committee Decision
Application Number – 21/04755/FUL
Ward – B01 - Almond**

Reasons for Referral to Committee

The application has been referred to the Development Management Sub-Committee because the developer contributions exceed £250,000. Consequently, under the Council's Scheme of Delegation, the application must be determined by the Development Management Sub-Committee.

Recommendation

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

Summary

The proposal is acceptable with regard to Section 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 in terms of preserving a substantial part and features of the listed building that embody the special architectural interest that it possesses.

Overall, the development is in accordance with the development plan. The proposals will deliver a sustainable and well-designed residential scheme that will contribute to climate mitigation and adaptation and will encourage biodiversity. The scheme will support the retention of the landscape setting of the listed building and is consistent with the six qualities of successful places as set out in NPF4. The design draws on the unique architectural and landscape character of the site and will create a strong sense of place.

Other material considerations support the presumption to grant planning permission.

SECTION A – Application Background

Site Description

The application site relates to No. 1 Scotstoun House, South Queensferry. The site extends to 2.3 hectares. Scotstoun House is a modernist B listed office building (LB 50165 Listed 24 October 2005). It was designed by Peter Foggo of Ove Arup and Partners in 1965. The site also includes earlier ancillary buildings and structures which were part of the historic Scotstoun Estate. These include the walled garden and former stables building.

The building itself is single storey and is set within large tree lined grounds. The building was subject to an extension in 2007 which also included the roofing of the original courtyard.

The site lies within the urban area as defined by the adopted Edinburgh Local Development Plan. A large modern housing development (Hawthorn Gardens) is in the process of being constructed directly to the east and south of the site.

Description of the Proposal

The application is for planning permission for the redevelopment of Scotstoun House including conversion and extension of existing buildings to residential use, part-demolition of office extension, and erection of twenty-one new build residential houses with associated infrastructure, landscaping, access and parking.

The development will compose of:

- Eight, detached 5 bedroom villas (Type A properties)
- Three, 2 storey, 4 bedroom townhouses (Type B properties)
- Three, 2 storey, 3 bedroom townhouses converted from the element of the existing 2007 office extension which shall be retained (Type C1 properties)
- Two, 2 storey, 3 bedroom townhouses (Type C2 properties)
- Four, , 4 bedroom properties, from the converted and extended listed office building. (Type E properties)
- One, 2 storey, 4 bedroom house, from the converted stable conversion. (Type F property).

A range of smaller alterations and down takings will take place on the listed building to allow for the conversion to house. A comprehensive site wide tree retention and landscaping approach is proposed. The existing access will be used and the internal access road adjusted within the site.

Supporting Information

- Air Quality Assessment
- Archaeological Assessment
- Bat Assessment (Updated March 2023)
- Daylight and sunlight Analysis
- Ecology Assessment
- Noise Impact Assessment

- PAC Report
- Design and Access Statement
- Heritage Statement
- Planning Statement
- S1 Sustainability Form
- Transport Statement
- Surface Water Management Plan

Relevant Site History

21/04756/LBC

1 Scotstoun House

South Queensferry

EH30 9SE

Internal and external alterations associated with proposed residential development.

Other Relevant Site History

There is no other relevant site history.

Pre-Application process

Pre-application discussions took place on this application.

Consultation Engagement

Archaeologist

Environmental Protection

Flood Planning

Children and Families

Scottish Water

Waste Services

Refer to Appendix 1 for a summary of the consultation response.

Publicity and Public Engagement

Date of Neighbour Notification: 20 September 2021

Date of Renotification of Neighbour Notification: Not Applicable

Press Publication Date(s): Not Applicable

Site Notices Date(s): Not Applicable

Number of Contributors: 4

Section B - Assessment

Determining Issues

Due to the proposals relating to a listed building(s), this report will first consider the proposals in terms of Section 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997:

- Is there a strong presumption against granting planning permission due to the development harming the listed building or its setting?
- If the strong presumption against granting planning permission is engaged, are there any significant public interest advantages of the development which can only be delivered at the scheme's proposed location that are sufficient to outweigh it?

This report will then consider the proposed development under Sections 24, 25 and 37 of the Town and Country Planning (Scotland) Act 1997 (the 1997 Act):

Having regard to the legal requirement of Section 24(3), in the event of any policy incompatibility between National Planning Framework 4 (NPF4) & Edinburgh Local Development Plan 2016 (LDP) the newer policy shall prevail.

Do the proposals comply with the development plan?

If the proposals do comply with the development plan, are there any compelling material considerations for not approving them?

If the proposals do not comply with the development plan, are there any compelling material considerations for approving them?

In the assessment of material considerations this report will consider:

- equalities and human rights;
- public representations and
- any other identified material considerations.

Assessment

To address these determining issues, it needs to be considered whether:

a) The proposals harm the listed building and its setting?

Section 59 (1) of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 states: *"In considering whether to grant planning permission for development which affects a listed building or its setting, a planning authority or the Secretary of State, as the case may be, 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."*

In this case, Scotstoun House is category B listed building. This assessment has to be made within the parameters of having special regard to the desirability of preserving the character of this buildings or its settings, or any features of special architectural or historic interest which it possesses.

Impact on the character and special interest of Scotstoun House

Historic Environment Scotland's Guidance Note on Managing Change in the Historic Environment: Extensions states *The history of use and ownership of a historic building is reflected in the cumulative changes made to it. They can themselves form an aspect of a building's special interest. New alterations or additions, which are of high design quality sympathetic to the character of the building, form part of this continuum. Most historic buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses*

Some buildings have interest as little-altered examples of a modest building type. These are harder to extend sympathetically than many more substantial pieces of architecture.

The clarity and boldness of the modernist building style combined with the construction materials including the horizontality and modular construction using bespoke precast concrete elements give the existing building its unique character and significance.

It must be acknowledged that the existing building has been subject to quite a high degree of intervention, extension and alteration in the past. Internally the majority of the partitions have been removed in order to permit an open-plan working environment, whilst the original open courtyard was covered up by a large raised metal and glass structure on the roof. This roof covering extends approximately 1.7 metres above the original roof height of the building, whilst it is also 13 metres in width and depth. A number of other additions have also been added to the roof including numerous pieces of plant and machinery.

A substantial brick built extension has also been constructed to the east elevation of the original building, which now includes the main entrance to the listed building. This extension covers a large percentage of the east elevation of the listed structure and runs a total of 65 metres. It is also 1 metre taller than the listed building and is visible on the main approach to the structure. As a result of the extension the original building cannot be seen at all from the main car/cycle park where the buildings main entrance is located. The office extension dominates the original building from the main entrance to the degree that the original building now appears subservient.

As a result the existing alterations have compromised the integrity and special interest of the building.

The listed structure will be converted into four dwellings. The proposed internal plan will reinstate the original cellular character of the original interior and its wall lines will be carefully placed either central on the concrete bookshelves (as originally intended) or to the side to ensure that they are preserved.

The listed building was designed to meet office needs of the 1960's. It was adapted in 2007, but the applicant states that it is no longer fit for purpose. A market appraisal was submitted with the application that states that there is not an office market in the local area of South Queensferry and an oversupply of office accommodation in the nearby areas. It also states that the office accommodation is of a bespoke nature and plan which limits its desirability for other commercial users.

Given that the surrounding area is now largely residential, this is the most viable option for the building to continue to be used. The proposed alterations to the listed building will facilitate the removal of an incongruous modern extension and other additions that currently harm the special interest of the building.

The proposed works will also enable the building to remain in use and to be enjoyed and cared for by future residents.

Impact on the setting of Scotstoun House

Historic Environment Scotland's Guidance Note on Managing Change in the Historic Environment: Setting states that *setting can be important to the way in which historic structures or places are understood, appreciated and experienced. It can often be integral to a historic asset's cultural significance.*

Setting often extends beyond the property boundary or 'curtilage' of an individual historic asset into a broader landscape context. Both tangible and less tangible elements can be important in understanding the setting. Less tangible elements may include function, sensory perceptions or the historical, artistic, literary and scenic associations of places or landscapes.

There have been many changes to the setting of the listed building since 1965. The agent has shown photographs that show the loss of large numbers of perimeter woodland trees to the west of the site and the vastly increased suburbanisation of wide areas to the south, east and west of the site. The surrounding area is now dominated by modern developments many of which are clearly visible from the application site. The existing large modern extension to the rear of the building also impacts negatively on the setting of the listed building, especially as this is where the main entrance and exit to the building is located. Its proposed removal will permit the rear elevation of the existing building to be fully viewed again.

Whilst it is acknowledged that some of the proposed new dwellings will be sited within the main parkland setting of the building, a large parkland area shall still be retained in front of the listed building, as the proposed new buildings shall be constructed around the edges of the site. The realigned road proposed will ensure that the listed building is the main feature within the site. The proposal includes new tree planting within this area. The buildings within the main park area will also be set back by approximately 25 metres from the listed building.

The original walled garden within the site which links the listed building to the remains of the original building within the site shall also be retained.

Overall the proposed development will not materially impact upon how the listed building is understood or experienced.

Conclusion in relation to the listed building

The proposal is acceptable with regards to Section 59 of the Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997.

b) The proposals comply with the development plan?

National Planning Framework 4 (NPF 4) was adopted by the Scottish Ministers on 13 February 2023 and forms part of the Council's Development Plan. NPF 4 policies supports the planning and delivery of Sustainable Places, Liveable Places and Productive Places and are key policies against which proposals for development are assessed. Several policies in the Edinburgh Local Development Plan (LDP) are superseded by equivalent and alternative policies within NPF 4. The relevant policies to be considered are:

- NPF4 climate and nature crisis policies 1, 2, 3 and 9
- NPF4 historic assets and places policy 7
- NPF4 infrastructure policy 18
- NPF4 successful places policies 14 and 15
- NPF4 housing policy 16
- LDP Environment policy Env 1, Env 4, Env 12, Env 16
- LDP Employment and Economic Development policy Emp 9
- LDP Housing and Community Facilities policy Hou 1, Hou 2, Hou 3, Hou 4
- LDP Design policy Des 5
- LDP Transport policy Tra 2, Tra 3, Tra 4, Tra 9

The non-statutory 'Listed Buildings and Conservation Area' guidance is a material consideration that is relevant when considering policy Env 4.

Principal of Development

Policy Hou 1 gives priority to the delivery of the housing land supply on suitable sites within the urban area provided proposals are compatible with other policies in the plan. Given the surrounding residential character, this is a suitable site for housing. Compatibility with other policies is assessed elsewhere in this report. The application site falls within an area which has been subject to large modern housing developments. As a result, a number of key cycle paths either run near to or are proposed to be constructed nearby. There are also nearby bus routes in close proximity.

Policy 16 of NPF 4 advises that proposals for new homes on land not allocated for housing will only be supported where there is an agreed build out and the proposals is consistent with the spatial strategy and 20 minute neighbourhoods. The site represents a smaller addition to the housing stock as detailed within the policy and is close to existing facilities at Ferrymuir. In addition, new cycle infrastructure will open the site further to education provision and public transport options. The proposals are considered to be consistent with the terms of NPF 4 Policy 16.

Policy Emp 9 (Employment Sites and Premises) states that proposals to redevelop employment sites or premises in the urban area for uses other than business, industry or storage will be permitted provided:

- (a) the introduction of non-employment uses will not prejudice or inhibit the activities of any nearby employment use
- (b) the proposal will contribute to the comprehensive regeneration of the wider area;
- (c) and, if the site is larger than one hectare, the proposal includes floorspace for a range of business users.

The change of use of the site from offices to residential shall not prejudice or inhibit the activities of any nearby employment use.

An office market demand paper produced by EYCO Chartered Surveyors was submitted with the application. It states that - There is generally extremely limited demand for office space in South Queensferry and there are currently no active requirements for this location. It also notes that the only relatively recent office development being Westcott House at Ferrymuir Lane which struggled to let and currently has one vacant office suite of 2,900 sq ft. Despite Arup's long term occupation in this location, only 9 people, out of their total team of 154, lived local to South Queensferry and it is felt to demonstrate that it is a location that is unlikely to appeal to many new occupiers from a staff perspective.

Whilst the site is large at approximately 2.4 hectares the actual floor space of the office is only 0.15 hectares. This shows that whilst the site itself is extensive the building is relatively small. Given that the actual building itself is small in the context of part c) of policy EMP 9 it is considered acceptable that no replacement employment use is provided in this case.

LDP policy Hou 2 (Housing Mix) states that the Council will seek a mix of house types and sizes where practicable to meet a range of housing needs. The application proposes a mix of two to five bedroom homes. The application complies with LDP policy Hou 2.

LDP Hou 4 (Density) seeks an appropriate density of development having regard to its characteristics and those of the surrounding area, the need to create an attractive residential environment, accessibility and its impact upon local facilities.

The site is surrounded primarily by residential uses in the form of modern residential estates. The proposal strikes a good balance between providing a range of large, attractive homes, within an acceptable level of density whilst still ensuring that the setting of the listed building is not compromised. Introducing a development of this density is considered compatible with the density of residential development evident in the area, contributing to the viability of the local area. The site has access to public transport links and cycle routes and residential development in this location will help to support local facilities and commercial uses in the wider area. There are a number of key new active cycle routes being brought forward within the Queensferry Area which will enhance the provision of active travel connections within the area. There is an existing access within the site that connects to the north and Scotstoun Park. A condition is recommended to ensure that this link is retained in perpetuity.

LDP policy Hou 3 (Private Greenspace) states planning permission will be granted for development that makes adequate provision for green space to meet the needs of future residents. The majority of properties proposed will have access to large private gardens. The type C and type E buildings which shall convert the existing buildings on the site will still have access to either smaller private greenspace/terrace areas or will also benefit from the large communal green space areas which will be present within the site.

The proposal complies with LDP policy Hou 3.

Climate Mitigation and Adaptation

NPF4 Policy 1 gives significant weight to the global climate and nature crisis to ensure that it is recognised as a priority in all plans and decisions. The proposed development contributes to the spatial principles of 'Compact Urban Growth' and 'Local Living' through the use of a previously developed site for sustainable, energy-efficient housing within an existing community.

NPF4 Policy 2 a) supports development proposals that are sited and designed to minimise lifecycle greenhouse gas emissions as far as possible and in 2 b) those that are sited and designed to adapt to current and future risks from climate change. NPF4 Policy 9 intends to encourage, promote and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development. Part d) supports development proposals for the reuse of existing buildings, taking into account their suitability for conversion to other uses and emphasises the need to conserve embodied energy, with demolition regarded as the least preferred option.

The proposal will reuse an existing listed building. The proposals will also seek to ensure that the scheme is fully electric supported by solar photovoltaic panels throughout the new builds with provision of electric car charging for all properties.

Scale, form and Design

NPF Policy 14 seeks to encourage and promote well designed development through a design led approach to development. This is supported through the policies in the Local Development Plan.

LDP policy Des 1 (Design Quality and Context) requires development proposals to create or contribute towards a sense of place. The design should be based on an overall design concept that draws upon the positive characteristics of the surrounding area.

LDP policy Des 3 (Development Design - Incorporating and Enhancing Existing and Potential Features) states that planning permission will be granted for development where it is demonstrated that existing characteristics and features worthy of retention on the site and in the surrounding area, have been identified, incorporated and enhanced through its design.

LDP policy Des 4 (Design- impact on Setting) requires development proposals to have a positive impact on its surroundings, including the character of the wider townscape, having regard to its height and form, scale and proportions, including the spaces between the buildings, position of the buildings and other features on the site; and the materials and detailing. LDP Policy Des 7 (Layout Design) requires new development to have a comprehensive and integrated approach to the layout whilst enhancing site connectivity.

The Edinburgh Design Guidance (EDG) seeks to ensure that new developments will have a positive impact on their surroundings through height and form, scale and proportions, site layouts and materials utilised.

The proposed development is very much informed by the existing characteristics within the site including the listed building within a strong landscape setting. The proposals have been revised to maintain the parkland setting and entrance to the site. The retention of the existing building at the centre of the design response to the site is key to retaining the distinctive character of the site. The proposed new buildings take cues from the existing listed building but achieve buildings of contemporary design and form. The new type A and B buildings will be two storey in height and will be flat roofed with an emphasis on the horizontal.

The external walls of the Type A, B, C2 and D buildings will be finished in a mixture of render and timber with large windows. The materials are appropriate in the surrounding context. Part of the existing rear extension to the building (C1) will be retained and will be refurbished. The original stone wall which forms part of the extension will be retained.

The existing stone built building, which is not listed will also be refurbished and extended with a new timber roof being constructed. The development proposed is modern but respectful of the surrounding area and it will be finished in high quality materials. The density of development proposed is acceptable in terms of respecting the character and setting of the listed building.

Residential Amenity

LDP policy Des 5 states that planning permission will be granted for development where the amenity of neighbouring developments is not adversely affected.

The Edinburgh Design Guidance confirms that the pattern of development in an area will help to define appropriate distances between buildings and consequential privacy distances. In assessing this, the Council will look at each case individually and assess the practicalities of achieving privacy against the need for development.

Neighbouring Amenity

The proposed property type A buildings will be suitable set off mutual boundaries as to not materially impact upon the privacy of existing dwellings or those that will be constructed around them. Only one part of one proposed type B house will be located less than 9 metres from the rear mutual boundary. However, this element shall only contain one upper level window. This window will be positioned at an off set angle to the rear boundary and is currently screened to a degree by mature trees/shrubbery.

The type D property proposed will only have a rear garden depth of approximately 5 meters. However, to the rear of this garden is a communal area which appears to be shared between the residents of the development to the north. The rear boundary is also lined by a mature hedge and a number of mature trees which should also provide a degree of further screening.

The proposal will not result in a material loss of privacy to neighbouring properties. It will also not result in a material loss of sunlight or daylight.

The proposal complies with LDP policy Des 5 and the Edinburgh Design Guidance.

Amenity for future occupiers

All of the properties proposed are dual aspect and the detailed sunlight and daylight analysis provided shows that all properties will benefit from adequate levels of sunlight and daylight. A shadow plot analysis has been provided which indicates that the gardens and open spaces (within and outwith the site) will receive more than 2 hours of sunlight on March 21st. It is also noted that the overall site will have large areas of communal green space which shall receive excellent levels of sunlight and daylight.

The Edinburgh Design guidance establishes minimum floor space standards for new residential properties. These are: 81 sqm for a three bedroom property and 91sqm for more than three bedrooms. The proposal exceeds these standards.

LDP policy Hou 3 (Private Greenspace in Housing Development) states that planning permission will be granted for development that makes adequate provision for green space to meet the needs of future residents. Each property will have its own private garden space as well as having access to the high quality shared greenspaces which shall be retained within the site.

The proposal complies with LDP policy Hou 3.

Environmental Protection was consulted as part of the assessment of the application. It raised concerns in relation to the potential noise implications of the air source heat pumps. The applicant has stated that they propose to utilise modern low noise units, however, the precise units have not yet been determined. A condition is proposed that further details of the proposed air source heat pumps and their compounds must be submitted for the written approval of the Planning Authority prior to the commencement of development.

The proposal complies with LDP policy Des 5.

Trees and Ecology

LDP policy Env 12 (Trees) states that development will not be permitted if likely to have a damaging impact on a tree protected by a tree preservation order or on any other tree worthy of retention.

It is noted that there are a number of trees which are located around the site. None of the trees are covered by a Tree Preservation Order (TPO) neither is the site located within a conservation area. As such the applicant could remove trees and tree roots within the site without the consent of the Council. A tree survey, tree retention and protection plan and tree removal plan have been submitted with the application.

The proposals have been amended to reduce the number of new residential properties and as a result the number of trees to be lost has been kept to a minimum. In total 10 trees will be removed of category B and C the majority of which are smaller species within the realigned roadway. A well-defined landscape plan incorporating tree protection measures and new planting supports the application. A further 25 trees will be planted within the site along with shrub planting and new hedging.

Some concerns were raised that the proximity of the proposed houses to the trees could result in future pressure to have them removed. The overshadowing study and shadow plot produced however shows that the properties and gardens will receive adequate levels of sunlight and daylight. The agent has also confirmed that the vision for the site is for homes to be set within the woodlands.

The proposal complies with LDP policy Env 12.

LDP policy Env 16 (Species Protection) states that planning permission will not be granted for development that would have an adverse impact on species protected under European or UK law. A bat survey was submitted with the application. The Councils ecologist has no objections to the proposal. The proposal complies with LDP policy Env 16.

Roads and Sustainability

The Roads Authority were consulted as part of the assessment of the application. They raised no objections. However, further consideration of the position of some of the garages which are against the edge of the internal roadway is required. It is recommended that a condition is attached to any permission to revise the position of the garages on the southern extent of the site. Adequate levels of car and cycle parking will be provided within the site. Cycling storage is provided both within plot curtilage (3 per property) and dedicated bike shelters. There are no double stacking stands.

Flood Prevention

LDP policy Env 21 (Flooding Prevention) states that planning permission will not be granted for development that would increase the risk of flooding or be at risk of flooding itself.

The Scottish Environmental Protection Agency (SEPA) flood maps indicate that only a small part of the site, along the embankment of the road falls within a high risk area of surface water flooding.

A Surface Water Management Plan was submitted with the application which was assessed by Flood Planning. They stated that they had no objections, however, they did recommend that soakaway testing should be conducted to determine whether infiltration can be used to reduce the volume of water discharging from the site. Flood Planning recommend this is conducted as it may help to inform the selection of above ground surface water management measures. This requirement has been added as an informative to the permission.

Scottish Water confirmed that they have no objections and that they will accept the maintenance of the underground Strategic Urban Drainage System (SUDS) tank.

It is noted that the Councils Water Vision discourages the use of underground tanks. However, due to the proximity of the application site to Edinburgh Airport a ground based SUDS system would not be viable in this instance, due to concerns relating to ground level water areas attracting birds. Even with the proposed underground SUDS, in their original consultation response Edinburgh Airport had requested that the application be conditioned so that an ongoing bird management plan would be required for the development. This was based on concerns relating to the use of green roofs and their potential to attract birds. Only after the applicant's ecologist had discussed the matter with the airport was the requirement for this condition dropped.

An informative has been added so that soakaway testing will be carried out. The results of this testing will help finalise what above ground surface water management measures are required. A condition has been applied stating that further details of the proposed hard and soft landscaping, including any ground surface water measures must be submitted for the approval of the Planning Service and Edinburgh Airport, prior to works commencing on site.

Subject to the submission and approval of this information as required by condition, the proposal has been designed to mitigate potential flood risk and accords with LDP Policy Env 21.

Developer contributions and affordable housing

Education

NPF Policy 18 - Infrastructure First highlights that infrastructure considerations are an integral part to decision making. It is therefore important that the impacts of any development on infrastructure should be mitigated. This approach is supported by Policy Del 1 of the LDP which outlines the requirements for education contributions.

The impact of the proposed development on the existing learning estate and the current actions set out in the latest Action Programme was not previously assessed as part of the latest assessment for the LDP Action Programme Update (December 2021). The site falls within Sub-Area Q-1 of the 'Queensferry Education Contribution Zone'. Therefore there is a requirement for the proposals to contribute to the delivery of education infrastructure to support the development. This is provided on a 'per house' rates as follows:

- Primary Infrastructure £19,616 per house
- Secondary Infrastructure £12,942 per house
- Per unit land contribution requirement: Primary land £2,469 per house

Affordable Housing

LDP Policy Hou 6 - Affordable Housing requires that any residential development of 12 or more units is required to deliver 25% affordable housing. In schemes over 20 it is expected that this would be on site. In this case the proposals are for 21 residential units. Under the policy there is a requirement for 5.25 affordable homes.

Dialogue has been ongoing throughout the course of the application assessment with the applicant indicating that onsite delivery was unavailable due to projected costs and the unique listed building conversion and setting. The Council's own published Affordable Housing guidance sets out that the payment of commuted sums in lieu of on-site provision can be acceptable where specific criteria are met. There are exceptional reasons why on-site affordable housing will not be achievable for this application.

The application is for a conversion of an existing building. Conversations may not lend themselves to onsite affordable provision as the adaptation of an existing building can make meeting energy efficiency and accessibility standards difficult, costly or impossible. Additionally, listed buildings are more costly for RSLs to insure and maintain than new build homes.

An independent cost plan assessment has shown that the costs of the conversion and redevelopment are exceptionally high. Construction costs are three and half times more than a RSL would typically be able to pay. It is therefore not viable for a RSL to deliver onsite affordable homes. The high construction costs completely rule out any possibility of onsite affordable housing for this application.

A viability assessment of the development was carried out and all project costs were independently checked and provided to the District Valuer. An affordable housing commuted sum is calculated based on the land value of the affordable homes. In line with national planning guidance, the land value is calculated by taking the gross development value (the sales values of the completed properties) minus the gross development costs and developer profit. Where there are other contributions to be made, these are counted as development costs, which therefore lower the total amount which would be payable as an affordable housing commuted sum.

The District Valuer's recommendation is that a commuted sum of £51,650 in total is payable, equating to £9,838 per unit. This figure is lower per unit than other recent affordable housing commuted sums because of the high construction costs and the other contributions required.

The Council is confident that the sum could be used to support affordable housing within the same area of the city within ten years of the payment being made. If the committee is minded to grant this application, the applicant will be required to enter into a Section 75 legal agreement to secure the affordable housing contribution.

Archaeology

The Council's archaeologist was consulted as part of the assessment of the application. He has confirmed that he has no objections subject to a condition in relation to a programme of archaeological works being carried out prior to works commencing on site.

Conclusion in relation to the Development Plan

The proposals have due regard to global climate and nature crisis, are of an acceptable scale, form and design, are compatible with both the existing listed building and neighbourhood character and do not result in an unreasonable loss of neighbouring amenity. The proposals comply with the overall objectives of the Development Plan.

c) There are any other material considerations which must be addressed?

The following material planning considerations have been identified:

Emerging policy context

On 30 November 2022 the Planning Committee approved the Schedule 4 summaries and responses to Representations made, to be submitted with the Proposed City Plan 2030 and its supporting documents for Examination in terms of Section 19 of the Town and Country Planning (Scotland) Act 1997. At this time little weight can be attached to it as a material consideration in the determination of this application.

Equalities and human rights

Due regard has been given to section 149 of the Equalities Act 2010. No impacts have been identified.

Consideration has been given to human rights. No impacts have been identified through the assessment and no comments have been received in relation to human rights.

Public representations

A summary of the representations is provided below:

material considerations

- loss of open space
- loss of open space
- support for a modern development

Queensferry and District Community Council

- disappointed ARUP are moving away - not a material planning consideration
- loss of open space
- query whether the transport links are appropriate
- gate connection to the north is important.

Conclusion in relation to identified material considerations

The material considerations do not raise any additional matters that have not already been addressed.

d) Overall conclusion

The proposal is acceptable with regard to Section 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 in terms of preserving a substantial part and features of the listed building that embody the special architectural interest that it possesses.

Overall, the development is in accordance with the development plan. The proposals will deliver a sustainable and well-designed residential scheme that will contribute to climate mitigation and adaptation and will encourage biodiversity. The scheme will support the retention of the landscape setting of the listed building and is consistent with the six qualities of successful places as set out in NPF4. The design draws on the unique architectural and landscape character of the site and will create a strong sense of place.

Other material considerations support the presumption to grant planning permission.

Section C - Conditions/Reasons/Informatives

The recommendation is subject to the following;

Conditions

1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted. If development has not begun at the expiration of this period, the planning permission lapses.
2. No development shall take place on the site until the applicant has secured and implemented a programme of archaeological work (excavation, historic building recording, analysis & reporting, publication & public engagement) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.
3. Prior to the commencement of development the position of all garages shall be adjusted to the satisfaction of the Planning Authority and submitted for approval , in order to avoid any potential vehicle infringements.
4. Prior to the commencement of development all tree protection measures detailed on drawing 53a Tree Protection and Retention Plan must be implemented in full. These measures must not be removed or altered in any way unless with the consent of the planning authority.
5. The existing access/gate connecting the site to Scotstoun Park to the north shall be maintained in perpetuity and shall be kept open for public use.
6. Prior to the commencement of development further details of the proposed air source heat pumps and their compounds must be submitted for the written approval of the Planning Authority

7. Further details of the proposed hard and soft landscaping, including any ground surface water measures must be submitted for the approval of the Planning Authority in consultation with Edinburgh Airport, prior to works commencing on site .

Reasons

1. To accord with Section 58 of the Town and Country Planning (Scotland) Act 1997.
2. In order to retain and/or protect important elements of the existing character and amenity of the site.
3. In the interest of pedestrian safety.
4. In order to safeguard the trees.
5. In the interest of accessibility.
6. In the interest of amenity.
7. In the interest of aerodrome safety.

Informatives

It should be noted that:

1. 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.
2. 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.
3. Consent shall not be issued until a suitable legal agreement has been concluded to cover the following infrastructure requirements:

Children and Families to alleviate accommodation pressures in the local catchment area.

- Primary Infrastructure £19,616 per house
- Secondary Infrastructure £12,942 per house
- Per unit land contribution requirement: Primary land £2,469 per house

Affordable Housing

- a commuted sum of £51,650 in total is payable.

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.

4. Given the nature of the proposed development it is possible that a crane may be required during its construction. We would, therefore, draw the applicant's attention to the requirement within the British Standard Code of Practice for the safe use of Cranes, for crane operators to consult the aerodrome before erecting a crane in close proximity to an aerodrome. This is explained further in Advice Note 4, 'Cranes'

(available at <http://www.aoa.org.uk/policy-campaigns/operations-safety/>).

5. Soakaway testing should be conducted to determine whether infiltration can be used to reduce the volume of water discharging from the site.

Background Reading/External References

To view details of the application go to the [Planning Portal](#)

Further Information - Local Development Plan

Date Registered: 10 September 2021

Drawing Numbers/Scheme

1,2b,3,5-32,33a-37a, 39-49, 49a- 55a, 56-58

**David Givan
Chief Planning Officer
PLACE
The City of Edinburgh Council**

Contact: Elaine Campbell, Operations Manager - Development Management
E-mail: elaine.campbell@edinburgh.gov.uk

Summary of Consultation Responses

NAME: Archaeologist

COMMENT: Further to your consultation request, I would like to make the following comments and recommendations in regards to this application for the redevelopment of Scotstoun House including conversion and extension of existing buildings to residential use, part-demolition of office extension, and erection of new build residential development with associated infrastructure, landscaping, access and parking.

A full detailed background is contained within both the Desk-based Assessment and Heritage Statement produced by Turely's for this application. However, in summary, the site concerns the B-listed 1960's Scotstoun House Offices designed for Ove Arup Engineers in 1965 by Peter Foggo. This regional significant modernist building was constructed within and incorporates sections of the former 19th century Scotstoun House, principally its walled garden and coach house. This important house was constructed on the northern side of the Ferrymuir for the medieval town of South Queensferry which sat astride the historic coastal road running from Cramond Brig westwards via South Queensferry towards Falkirk, a road which is thought to mirror the route taken by the Roman Road linking the fort at Cramond with the Antonine Wall to the west.

As such the site has been identified as occurring within an area of archaeological significance both in terms of its buried potential but also its upstanding industrial heritage in terms of the B-listed Ove Arup offices and remains of the earlier 19th century estate. Accordingly, this application must be considered under terms Scottish Government's Our Place in Time (OPIT), Scottish Planning Policy (SPP) and Historic Environment Scotland Policy Statement (HESPS) 2016 and CEC's Edinburgh Local Development Plan (2016) Policies DES 3, ENV2, ENV3, ENV4, ENV8 & ENV9. The aim should be to preserve archaeological remains in situ as a first option, but alternatively where this is not possible, archaeological excavation or an appropriate level of recording may be an acceptable alternative.

If consented it is essential that a condition be applied to any consent if granted to secure this programme of archaeological works based upon the following CEC condition;

'No demolition, development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (historic building recording, excavation, analysis, reporting, publication, conservation) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'

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

DATE: 5 October 2021

NAME: Environmental Protection
COMMENT: Noise Impacts of the ASHP should be fully understood.
DATE: 3 February 2022

NAME: Flood Planning
COMMENT: Development can proceed with a condition in relation to soakaway testing.
DATE: 30 March 2022

NAME: Children and Families
COMMENT: The proposed development is required to make a contribution towards the delivery of the amended actions based on the established 'per house' and 'per flat' rates.

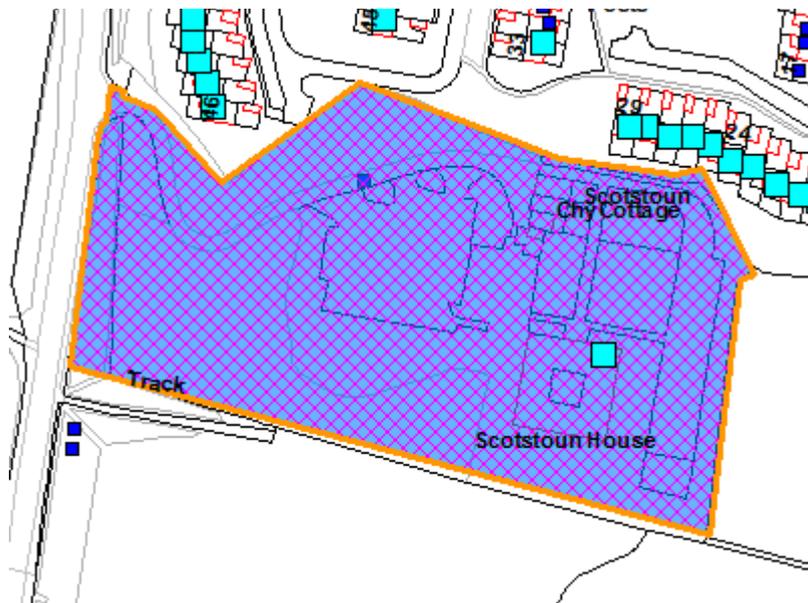
DATE: 1 June 2022

NAME: Scottish Water
COMMENT: No Objection.
DATE: 21 September 2021

NAME: Waste Services
COMMENT: No objections.
DATE: 7 October 2021

The full consultation response can be viewed on the [Planning & Building Standards Portal](#).

Location Plan



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