

Notice of Review: 33 Mayburn Terrace, Loanhead Determination Report

Report by Chief Officer Place

1 Purpose of Report

1.1 The purpose of this report is to provide a framework for the Local Review Body (LRB) to consider a 'Notice of Review' for the subdivision of existing dwellinghouse to form two flatted dwellings and associated extension and external alterations at 33 Mayburn Terrace, Loanhead.

2 Background

- 2.1 Planning application 21/00032/DPP for the subdivision of existing dwellinghouse to form two flatted dwellings and associated extension and external alterations at 33 Mayburn Terrace, Loanhead was refused planning permission on 12 March 2021; a copy of the decision is attached to this report.
- 2.2 The review has progressed through the following stages:
 - 1 Submission of Notice of Review by the applicant.
 - 2 The Registration and Acknowledgement of the Notice of Review.
 - 3 Carrying out Notification and Consultation.

3 Supporting Documents

- 3.1 Attached to this report are the following documents:
 - A site location plan (Appendix A);
 - A copy of the notice of review form and supporting statement (Appendix B). Any duplication of information is not attached;
 - A copy of the case officer's report (Appendix C);
 - A copy of the decision notice, excluding the standard advisory notes, issued on 12 March 2021 (Appendix D); and
 - A copy of the key plans/drawings (Appendix E).
- 3.2 The full planning application case file and the development plan policies referred to in the case officer's report can be viewed online via www.midlothian.gov.uk

4 Procedures

4.1 In accordance with procedures agreed by the LRB, the LRB by agreement of the Chair:

- Have determined to consider a visual presentation of the site and undertaking a site visit (elected members not attending the site visit can still participate in the determination of the review); and
- Have determined to progress the review by written submissions.
- 4.2 The case officer's report identified that there was one consultation response and two representations received. As part of the review process the interested parties were notified of the review. No additional comments have been received. All comments can be viewed online on the electronic planning application case file.
- 4.3 The next stage in the process is for the LRB to determine the review in accordance with the agreed procedure:
 - Identify any provisions of the development plan which are relevant to the decision;
 - Interpret them carefully, looking at the aims and objectives of the plan as well as detailed wording of policies;
 - Consider whether or not the proposal accords with the development plan;
 - Identify and consider relevant material considerations for and against the proposal;
 - Assess whether these considerations warrant a departure from the development plan; and
 - State the reason/s for the decision and state any conditions required if planning permission is granted.
- 4.4 In reaching a decision on the case the planning advisor can advise on appropriate phraseology and on appropriate planning reasons for reaching a decision.
- 4.5 Following the determination of the review the planning advisor will prepare a decision notice for issuing through the Chair of the LRB. A copy of the decision notice will be reported to the next LRB for noting.
- 4.6 A copy of the LRB decision will be placed on the planning authority's planning register and made available for inspection online.

5 Conditions

- 5.1 In accordance with the procedures agreed by the LRB at its meeting of 13 June 2017, and without prejudice to the determination of the review, the following conditions have been prepared for the consideration of the LRB if it is minded to uphold the review and grant planning permission.
 - 1. Prior to the commencement of development, the following details shall be submitted and approved in writing by the planning authority and only those approved details shall be used in the implementation of this grant of planning permission:
 - a) Details of the materials of the roof of the extension;
 - b) Details of the materials of any areas of hardstanding; and
 - c) Details of the design, dimensions, materials and colour finish of all new walls, gates, fences or other means of enclosure

Reason: These details were not submitted with the application; in order to protect the character and appearance of the existing building and surrounding area.

2. Development shall not begin until details, including a timetable of implementation, of high speed fibre broadband have been submitted to and approved in writing by the planning authority. The details shall include delivery of high speed fibre broadband prior to the occupation of each dwellinghouse. The delivery of high speed fibre broadband shall be implemented as per the approved details.

Reason: To ensure the quality of the development is enhanced by the provision of appropriate digital infrastructure in accordance with the requirements of policy IT1 of the adopted Midlothian Local Development Plan 2017.

6 Recommendations

- 6.1 It is recommended that the LRB:
 - a) determine the review; and
 - b) the planning advisor draft and issue the decision of the LRB through the Chair

Peter Arnsdorf Planning, Sustainable Growth and Investment Manager

Date:	2 September 2021	
Report Contact:	Mhairi-Anne Cowie, Planning Officer	
	Mhairi-Anne.Cowie@midlothian.gov.uk	

Background Papers: Planning application 21/00032/DPP available for inspection online.



Appendix B

Midlothian			
Fairfield House 8 Lothian applications@midlothian.c	Road Dalkeith EH22 3ZN Tel: 0131 271 33 gov.uk	02 Fax: 0131 271 35	37 Email: planning-
Applications cannot be va	lidated until all the necessary documentation	n has been submitted	and the required fee has been paid.
Thank you for completing	this application form:		
ONLINE REFERENCE	100425646-001		
	e unique reference for your online form only ase quote this reference if you need to cont		rity will allocate an Application Number when prity about this application.
Applicant or A	Agent Details		
	n agent? * (An agent is an architect, consultain connection with this application)	ant or someone else a	cting
Agent Details			
Please enter Agent details	3		
Company/Organisation:	Cockburn's Consultants		
Ref. Number:		You must enter a Bi	uilding Name or Number, or both: *
First Name: *	Brent	Building Name:	
Last Name: *	Quinn	Building Number:	1A
Telephone Number: *	07708971120	Address 1 (Street): *	Belford Park
Extension Number:		Address 2:	
Mobile Number:		Town/City: *	Edinburgh
Fax Number:		Country: *	City of Edinburgh
		Postcode: *	EH4 3DP
Email Address: *	cockburnsconsultants@gmail.com		
Is the applicant an individual or an organisation/corporate entity? *			
Individual Organisation/Corporate entity			

Applicant Details			
Please enter Applicant de	etails		
Title:	Mr	You must enter a Bui	lding Name or Number, or both: *
Other Title:		Building Name:	
First Name: *	James	Building Number:	29
Last Name: *	Ewen	Address 1 (Street): *	Stafford Street
Company/Organisation	Ewen Property	Address 2:	18/4 Tower Street
Telephone Number: *		Town/City: *	Edinburgh
Extension Number:		Country: *	United Kingdom
Mobile Number:		Postcode: *	EH6 7BY
Fax Number:]	
Email Address: *	cockburnsconsultants@gmail.com		
Site Address	Details		
Planning Authority:	Midlothian Council		
Full postal address of the	e site (including postcode where available):		
Address 1:	33 MAYBURN TERRACE		
Address 2:			
Address 3:			
Address 4:			
Address 5:			
Town/City/Settlement:	LOANHEAD		
Post Code:	EH20 9EH		
Please identify/describe t	the location of the site or sites		
Northing	666163	Easting	327690

Description of Proposal
Please provide a description of your proposal to which your review relates. The description should be the same as given in the application form, or as amended with the agreement of the planning authority: * (Max 500 characters)
Please see attached LRB Statement
Type of Application
What type of application did you submit to the planning authority? *
 Application for planning permission (including householder application but excluding application to work minerals). Application for planning permission in principle. Further application. Application for approval of matters specified in conditions.
What does your review relate to? *
 Refusal Notice. Grant of permission with Conditions imposed. No decision reached within the prescribed period (two months after validation date or any agreed extension) – deemed refusal.
Statement of reasons for seeking review
You must state in full, why you are a seeking a review of the planning authority's decision (or failure to make a decision). Your statement must set out all matters you consider require to be taken into account in determining your review. If necessary this can be provided as a separate document in the 'Supporting Documents' section: * (Max 500 characters)
Note: you are unlikely to have a further opportunity to add to your statement of appeal at a later date, so it is essential that you produce all of the information you want the decision-maker to take into account.
You should not however raise any new matter which was not before the planning authority at the time it decided your application (or at the time expiry of the period of determination), unless you can demonstrate that the new matter could not have been raised before that time or that it not being raised before that time is a consequence of exceptional circumstances.
Please see attached LRB Appeal Statement
Have you raised any matters which were not before the appointed officer at the time the Determination on your application was made? *
If yes, you should explain in the box below, why you are raising the new matter, why it was not raised with the appointed officer before your application was determined and why you consider it should be considered in your review: * (Max 500 characters)

Please provide a list of all supporting documents, materials and evidence which you wish to to rely on in support of your review. You can attach these documents electronically later in the			ntend
Please see attached LRB Appeal Statement			
Application Details			
Discos provide the employed an reference per given to you by your planning	21/00032/DPP		
Please provide the application reference no. given to you by your planning authority for your previous application.	21/00032/DFF		
	ſ		
What date was the application submitted to the planning authority? *	14/12/2020		
What date was the decision issued by the planning authority? *	12/03/2021		
Review Procedure			
The Local Review Body will decide on the procedure to be used to determine your review ar	nd may at any time during	a the review	
process require that further information or representations be made to enable them to deterr required by one or a combination of procedures, such as: written submissions; the holding o inspecting the land which is the subject of the review case.	nine the review. Further	information ma	ay be
Can this review continue to a conclusion, in your opinion, based on a review of the relevant i parties only, without any further procedures? For example, written submission, hearing sess Yes No		yourself and ot	ther
In the event that the Local Review Body appointed to consider your application decides to in	spect the site, in your op	inion:	
Can the site be clearly seen from a road or public land? *	X	Yes 🗌 No	
Is it possible for the site to be accessed safely and without barriers to entry? *	X	Yes 🗌 No	
Checklist – Application for Notice of Review			
Please complete the following checklist to make sure you have provided all the necessary in to submit all this information may result in your appeal being deemed invalid.	nformation in support of	your appeal. F	ailure
Have you provided the name and address of the applicant?. *	🗙 Yes 🗌 M	١o	
Have you provided the date and reference number of the application which is the subject of	this 🛛 Yes 🗌 N	lo	
review? *		_	
If you are the agent, acting on behalf of the applicant, have you provided details of your nam and address and indicated whether any notice or correspondence required in connection wit review should be sent to you or the applicant? *		No 🗀 N/A	
Have you provided a statement setting out your reasons for requiring a review and by what procedure (or combination of procedures) you wish the review to be conducted? *	X Yes	10	
Note: You must state, in full, why you are seeking a review on your application. Your statement must set out all matters you consider require to be taken into account in determining your review. You may not have a further opportunity to add to your statement of review at a later date. It is therefore essential that you submit with your notice of review, all necessary information and evidence that you rely on and wish the Local Review Body to consider as part of your review.			
Please attach a copy of all documents, material and evidence which you intend to rely on (e.g. plans and Drawings) which are now the subject of this review *	X Yes 🗆 N	10	
Note: Where the review relates to a further application e.g. renewal of planning permission or modification, variation or removal of a planning condition or where it relates to an application for approval of matters specified in conditions, it is advisable to provide the application reference number, approved plans and decision notice (if any) from the earlier consent.			

Declare – Notice of Review

I/We the applicant/agent certify that this is an application for review on the grounds stated.

Mr Brent Quinn

Declaration Name:

Declaration Date: 08/06/2021



Planning Appeal (Local Review Body (LRB)) Statement

For:	Mr James Robert Ewen
Against:	Refusal of Planning Permission by Midlothian Council for Conversion of Dwellinghouse to 2 Flatted Dwellinghouses (REF: 21/00032/DPP)
At:	33 Mayburn Terrace, Loanhead, Midlothian



Prepared by: Brent Quinn MA(Hons) MRTPI PRINCE2 Cockburn's Consultants June 2021 www.cockburnsconsultants.com

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- Appendix 3: PAN 2/2010
- Appendix 4: Midlothian Local Development Plan 2017
- Appendix 5: Scottish Planning Policy

1. Introduction

The appeal site to which this planning permission case relates is 33 Mayburn Terrace, Loanhead, Midlothian. Several applications for planning permission to change the use of this property from a Class 9 Dwellinghouse to flatted dwellinghouses units and associated extension and external alterations (Ref: 21/00032/DPP (appendix 1)) have been made in the last five years, with the most recent having been made on the 14th of January 2021. The application was refused on 12th of March 2021 for the following four reasons:

1. The development will provide an inadequate level of amenity for future residents due to the fact that it will be overlooked by existing neighbouring residential properties and that it has not been demonstrated that there will be an adequate level of garden ground being provided for each dwelling within the application site.

2. The development will have a detrimental impact on the amenity and privacy of the occupants of the immediately adjacent residential properties due to the close proximity of the properties and the distances between the windows on neighbouring flatted dwellings.

3. The proposed development in having no off-street parking provision means that it does not comply with the Council's parking standards and will result in cars being parked on the street to the significant detriment of traffic and pedestrian safety on this busy public transport corridor.

4. For the above reasons, the proposal is contrary to policies STRAT2, DEV2 and DEV6 of the adopted Midlothian Local Development Plan 2017.

<u>Site</u>

The appeal site comprises a vacant dwellinghouse and associated garden ground. The house is single storey in height with stone and harled walls and a slate roof. It has been most recently used as a family home, providing extensive living space over 6 apartments. This could be increased internally without any requirement for planning permission. The window frames on the building are a combination of timber sash and case and aluminium frames. The site is located to the rear of a block of four flats, comprising numbers 25, 27, 29 and 31 Mayburn Terrace. Access to the site is via a footpath shared with number 25. From Mayburn Avenue this follows along the front and site elevations of the block of flats. The site is within a largely residential area. There is a nursing home to the south with the other surrounding properties in residential use. The building was historically used as a church hall.

The site is located in an area that is predominately residential, and is not characterised by any particular property type. However, it is noted that the majority of premises benefit from off street parking spaces, with the on street parking spaces available at all times being rarely used, not only on Mayburn Terrace, but also on Mayburn Loan and the wider locale.





A plan showing the appeal site and its context is shown below in Figure 1.

Figure 1: Site Plan

Report Structure

Following this introduction, this report comprises:

- Section 2: Proposal Summary & Background
- Section 3: Planning Policy
- Section 4: Assessment; and
- Section 5: Conclusion.

It is respectfully requested that this appeal case, as revised, is now granted.

2 Proposal Summary & Background

Proposal

It is proposed to subdivide the property to form two flatted dwellings, one on the ground floor and one within the roofspace. There is a lean-to extension to the rear elevation which is to be removed and replaced with a moderately larger flat roof structure that will house a spacious, modern kitchen/dining room. The new extension will sit below the eaves, being 3 metres high, 4.5 metres long and extend 2.7 metres deep to incorporate the boundary wall to the rear. This is to be harled to match the existing building. The previous dormer feature has now been removed and replaced with a rooflight only, which is to be obscurely glazed.

A total of seven rooflights are proposed: four on the rear elevation; two on the north elevation; and one on the south elevation. An existing window opening is to be replaced with a timber door on the east elevation, with an existing doorway infilled with render to match existing. An existing chimney stack is to be removed as well as a dormer feature on the south elevation. The roof infill is to be slate to match existing. Four existing window openings are to be altered and reduced in height. The infill areas are to be render to match the walls and the window frames white uPVC. An existing window opening on the south elevation is to be altered to white uVPC patio doors. The areas of infill are to be rendered to match the building. The plans indicate all walls are to be rendered. The plans show acceptable garden areas to be provided for each property, with unit 1 benefiting from some 56.5 m2 and unit 1 enjoying some 84m2.

Plans are shown below:



Plan Image 1: Site Plan









Plan Image 3: Unit 2 Layout (First Floor)



Plan Image 4: North & South Elevations





Planning Context/History

13/00508/DPP Subdivision of dwellinghouse to form 3 flatted dwellings, erection of extension, alterations to window opening to form door opening and alterations to garden levels. Refused – lack of amenity for occupants due to overlooking, inadequate parking and garden ground; detrimental impact on amenity of existing residents; contrary to policy. Refused by LRB.

12/00604/DPP Sub-division of dwellinghouse to form 3 flatted dwellings; erection of extension and external staircase; formation of dormer; alterations to window opening to form door opening; and alterations to garden levels. Refused.

12/00120/DPP 21A Hawthorn Gardens Change of use from dwellinghouse (class 9) to form additional residential nursing home accommodation (class 8) and extension to building. Consent with conditions.

Consultations:

The Council's Policy and Road Safety Manager had concerns over the lack of off-street parking for the dwellings and recommends the application be refused.

Representations:

Only two letters of representation had been received from the occupants of neighbouring properties objecting to the proposal, which is five less than the previous case, presumably as the extant matters were addressed. Notwithstanding, the two received were on the following grounds:

- Impact on privacy;
- There is little contact between the owner of the site and nearby residents;
- The existing building is in an unsafe condition putting nearby residents at risk;
- Major disruption to local residents due to limited access to the site; and
- Impact on access to other properties in the area.

3 Planning Policy

Determining Issues

Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that 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.

In the context of the above it is worth making reference to the House of Lord's Judgement on the case of the City of Edinburgh Council v the Secretary of State for Scotland 1998 SLT120. It sets out the following approach to deciding an application under the Planning Acts:

- identify any provisions of the development plan which are relevant to the decision;
- interpret them carefully, looking at the aims and objectives of the plan as well as detailed wording of policies;
- consider whether or not the proposal accords with the development plan;
- identify and consider relevant material considerations, for and against the proposal; and
- assess whether these considerations warrant a departure from the development plan.

The development plan in this case comprises:

- SESplan, as modified and approved, (June 2013)
- Midlothian Local Development Plan (adopted 2017)

Other key material considerations in the determination of the appeal case include the National Planning Framework; Scottish Planning Policy and Circulars and previous planning history and consultation responses.

The proposal raises no strategic issues and therefore the policies within SESplan are not considered to be relevant in this case.

STRAT2 Windfall Housing Sites advises that within the built-up areas, housing development on nonallocated sites and including the reuse of buildings and redevelopment of brownfield land, will be permitted provided that: it does not lead to the loss or damage of valuable public or private open space; it does not conflict with the established land use of the area; it respects the character of the area in terms of scale, form, design and materials; it meets traffic and parking requirements; and it accords with other relevant Local Plan policies and proposals;

DEV2 Protecting Amenity within the Built-Up Area advises that development will not be permitted where it is likely to detract materially from the existing character or amenity of the area;

DEV6 Layout and Design of New Development states that good design and a high quality of architecture will be required in the overall layout of development proposals. This also provides guidance on design

principles for development, materials, access, passive energy gain, positioning of buildings, open and private amenity space provision and parking; TRAN5 Electric Vehicle Charging seeks to support and

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promote the development of a network of electric vehicle charging stations by requiring provision to be considered as an integral part of any new development or redevelopment proposals; and

IT1 Digital Infrastructure supports the incorporation of high speed broadband connections and other digital technologies into new homes, business properties and redevelopment proposals.

4 Assessment

Affordable Development

Indeed, it is anticipated that the proposed properties, if they were on the market as of now, would more realistically attract a sale price of circa £125,000 (untested estimate). This price equates to just under 4 times the national average salary bracket of $\pm 30,3531^{1}$ so It is reasonable then to conclude that this would generally fall within the bracket of what is considered to be 'affordable'. Therefore, in respect of PAN 2/2010, the development can effectively be considered to be for affordable housing under either of the two following definitions: 1) Entry level housing for sale² or 2) Subsidised low cost sale³.

In Midlothian Council's Supplementary Planning and Guidance, published and adopted in March 2012, it states:

'....there is still substantial unmet need for affordable housing in Midlothian. This is demonstrated in the need identified in the findings of the Lothian Housing Needs and Market Study (2005), its 2008 update, and in the Council's housing list for affordable housing in Midlothian, which was at 4,588 households at the beginning of 2012'

There is therefore a very strong requirement for affordable housing within the Midlothian area. Whilst this development is relatively small, in granting planning permission the Council would assist in meeting one of its own key objectives in respect of providing affordable housing and tenure choice and flexibility.

Lack of Demand for Existing Use

The applicant has owned the appeal property for a number of years now and recently has struggled to let it in its current format. This is ultimately on account of a lack of demand to let a family dwelling of this size and scale at this location. Further, Scottish Planning Policy and Planning Advice Note 2/2010 both promote flexibility and choice across all tenure types:

'A range of housing types, at different prices, tenures and locations are needed to cater for the increasing number and variety of households, maintain the viability of communities, and support the operation of local labour markets and the wider economy.'

The applicant understands the local market and has responded to demand by seeking planning permission for the 2 flatted dwellinghouses, as part of this appeal case. The principle of the development should be considered to be acceptable.

^{1 &}lt;u>https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/a</u> nnualsurveyofhoursandearnings/2019

² A dwelling without public subsidy sold at an affordable level.

³ A subsidised dwelling sold at an affordable level.

Practical Constraints of the Site

In this change of use appeal, we are working with an existing building and it is very difficult to ameliorate this issue, although it is important to note that a similar situation could be enacted without any requirement for planning permission. This point is absolutely crucial in the consideration of this case.

The site is physically constrained in that the main structure is positioned to the rear of a defined building line and in relatively close proximity to surrounding gardens and such like. This is illustrated in Figure 2, below. These constraints define what can, and can't, be done to the building. Whilst the proposal is to separate the building to 2 flatted dwellinghouses, if the property was to be restored as a single dwellinghouse, substantial external and internal alterations would be required to bring the property up to modern standards. It is worth noting that permitted development rights would allow a good proportion of these changes to be made without the need for any planning permission, in particular the inclusion of new rooflights. It is also worth noting that the garden ground as proposed has been the subject of criticism in terms of its 'usability' but yet a good proportion of this would also form the garden ground for the dwellinghouse, as existing. It is acknowledged that this proposal relates to a very tight and difficult site, but it is considered that this proposal is a proportionate, balanced and ultimately acceptable response to the site and its environs.



Figure2: Aerial View of Site, Illustrating Context

Amenity Issues (Reasons for Refusal 1 & 2)

Overlooking

As referred to above, the openings that are proposed to be formed could be formed within the context of the existing class 9 dwellinghouse through permitted development rights, and therefore could be enacted without the need for any planning permission. The internal layout of the building would be altered, but the way in which most rooms would (and could, through permitted development rights) be used would not. In this proposal, there is therefore no net change in the way the building could be used in relation to the neighbouring properties.

All of the openings on the first floor are restricted to rooflights only, which by their nature do not give rise to overlooking. These are provided for safety and light purposes only. The dormer as previously proposed has been replaced by a rooflight in this revised proposal, hence there is no overlooking arising from this feature. Otherwise, the incorporation of rooflights which could be introduced to the existing building without any requirement for planning permission, there is no overlooking issues arising from the proposal at first floor level.

The majority of the openings are approximately 14m from other windows, although the closest is within 10m, but again the use of rooflights discounts any negative impact in this regard. Indeed, it is generally accepted that the window to window distance of 18m outlined in the LDP applies to 'standard' windows only and that rooflights, introduction of frosted glass, etc. can nullify this.

For the avoidance of any doubt, there is no overlooking whatsoever arising from the ground floor use. Overall, the proposal will not result in any adverse overlooking issues in relation to adjacent properties, either in terms of public rooms or within their wider curtilage.

Residential Amenity

The planning officer had stated that 'the outlook from the proposed residential units is severely restricted'. This is somewhat refuted. The outlook is moderately restricted in part, owing to the constraints of the site, as referred. However, again this would be the case in the event that the development was to be used as a single dwelling. The planning authority need to be reasonable about what is acceptable here. Numerous properties across the nation will have some elements of restriction on view and such like, but these are not in any way considered to be unacceptable in this case. The proposal offers a good balance of both light and amenity in terms of the use of rooflights and window openings.

Garden Ground

This proposal is for 2 flatted dwellinghouses. It should therefore be considered against the same criteria as any other flatted dwellinghouse in Midlothian. A brief assessment of recent decisions for flatted dwellings brings up a case at Fodel, for 20 flatted dwellinghouses (Ref: 19/00691/MSC). In this development, Block L1, Type A clearly shows garden space for each unit to be substantially less than 40m2, yet in this case we are proposing more than double that for unit 2, and 56m2 for unit 1. This inconsistency in decision making does not make for certainty in the planning process. However, there is now an opportunity to rectify this by allowing this appeal.

Looking at this issue in more detail in this case, the officer states that the amount of garden ground being provided is 'well below' what is suggested in the guidance. The guidance does not stipulate the amount of garden space that should be provided for a flatted dwellinghouse. The proposal provides garden ground that equates to double the footprint of the building area, which is far more than is often provided in flatted developments in reality. It is certainly not 'well below' what the guidelines suggest, , it is significant and, given the overall high level of amenity in the wider area is considered to be wholly acceptable in this case.

Overall, the foregoing demonstrates that the proposal provides a wholly satisfactory level of amenity, both for future occupiers of the proposed flatted dwellinghouses and for existing, adjacent properties. In this respect, it is respectfully suggested that the previous Reasons for Refusal 1 and 2 cannot be upheld.

Car Parking

If the applicant were so minded to restore the property to a single dwellinghouse, without any planning permission, it could provide accommodation of 4 bedrooms or more. Indeed, a 5 bedroom HMO property could be provided. In both of these outcomes, the site would generate up to 5 (or more) vehicles for occupiers. Under this proposal, for 2 flatted dwellings, the likelihood is that only 2 vehicles would be used, but a maximum of 4. In net terms of impact, the configuration of this proposal is more advantageous from a transport perspective. In this instance, the building is already used (in terms of its last use) for residential purposes. Quite conceivably, with 4 bedrooms, the site could generate around 4 car users (two parents and two children of driving age), which is more than the three spaces required as per Midlothian Council's parking standards. If this case were to be approved, there would actually be a net loss in car parking space requirements and therefore less pressure in respect of on street parking.

Further, the proposed development is adjacent to an arterial bus route which is immediately adjacent to the appeal site and is wholly accessible on foot. The site therefore benefits from excellent public transport access, to a large number of destinations, both locally within Midlothian and beyond (e.g. to Edinburgh City Centre). Further, the appeal site is within immediate walking distance to Loanhead Town Centre, with its associated local shops, services and community facilities. Indeed, the site is within even easier walking distance to Straiton Retail Park, including IKEA, Sainsbury's, etc. thus all convenience and comparison shopping requirements are within easy walking distance (within 1mile). Further, the excellent Straiton Park and Ride facility is also within 1mile of the site. Figure 3, below illustrates this point and provides a graphic interpretation of the benefits of the site in relation to services and public transport.



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Figure 3: Proximity of Site to Services

This provides future occupiers of the site with an unrivalled plethora of transport options, services and facilities within a walking distance of less than ten minutes. The absence of car parking spaces from the development and the nature of the development itself would encourage a reduction in dependence on the car, although there are spaces available on street at all times should residents decide to own a vehicle. There are also bus stops immediately adjacent to the appeal premises, further adding to the public transport offering and its accessibility.

As noted previously the majority of properties on Mayburn Terrace and within the immediate locale benefit from off street car parking facilities. In addition to this there are also extensive on-street car parking facilities available.

A relevant case at George Drive (ref: 12/00059/DPP), within 0.5miles of the site, was granted planning permission for a new build flatted development with a 50% reduction in car parking provision. This was a proposal for 8 flatted dwellinghouses for retirement, with only 4 spaces being provided. In his assessment of this case, the officer concluded that 'As this is a proposal for the redevelopment of a previously developed site, with limited open space to accommodate parking, and given...its proximity to town centre facilities, the proposed reduced level of car parking is considered acceptable in this case.' This was a new build case where full standards should be applied, as conversions, by their nature can be somewhat more restrictive in what can, and cannot be implemented. However, given that a concession has been made for a new build development within the last year where all current policies and standards apply, at a site within 0.5 miles of the site, and where the site characteristics, in terms of parking at least it is wholly inconsistent to not apply the same approach in this case.

Overall, contrary to the original decision, it is considered that the context of promoting more sustainable forms of transport, does not present any great difficulty in this case. The third reason for refusal consequently cannot be justified.

Dormer Window

The planning officer had previously criticised the dormer window design of the proposal. Had this matter been discussed with the client or the applicant prior to determination, this issue could have been resolved. However, the applicant has acknowledged this point and the design has now been amended. This resolves this rather critical point.

Issues Raised in Letters of Representation

In this case, the number of objections were reduced from seven to two, which is a good indicator that the amended design is more acceptable. The majority of the issues raised in the letters of representation are addressed above. In terms of those that have not:

- There is little contact between the owner of the site and nearby residents; this is not a material planning consideration but of course would be bettered in the event that work could take place and the building be used.

- The existing building is in an unsafe condition putting nearby residents at risk; as above

- **Major disruption to local residents due to limited access to the site;** The amendments are fairly minor and work would be limited to no more than that in the course of the average extension of any dwellinghouse. Again, this is not a material planning consideration.

5 Conclusion

The proposed development will provide much needed affordable flatted dwellinghouses in the Midlothian area. There is no demand, either for purchase or for rent, for the dwellinghouse as exists.

The proposed conversion is therefore acceptable in principle.

It is acknowledged that this proposal relates to a very tight and difficult site, but it is considered that this proposal is a proportionate, balanced and ultimately acceptable response to the site and its environs.

Notwithstanding, the foregoing assessment demonstrates that the proposed flatted dwellings will provide a wholly acceptable level of amenity. There will be no overlooking issues arising and all of the other minor issues raised have been demonstrated to be of no consequence. Externally, a large proportion of what is proposed could be incorporated in the event that the existing single dwelling were to upgraded, all without the need for any planning permission.

This report responds to the reasons for refusal in the most recent application for the case, and justifies the assertion that Reasons for Refusal one & two, which both relate to amenity and overlooking issues, cannot be upheld.

The net impact in road safety users is less from this proposal than if the applicant were to restore the single dwellinghouse, as existing., There are extenuating reasons in respect of parking and road safety. In particular, the proximity to public transport links (both on street and the close by Park & Ride facility) and service amenities are a key consideration that appears to have been overlooked by the Planning authority. Overall, contrary to the original decision, it is considered that the context of promoting more sustainable forms of transport, does not present any great difficulty in this case. The third Reason for Refusal consequently also cannot be justified.

Taking the above into consideration, it is respectfully requested that, on account of the foregoing and the removal of the key dormer window, planning permission be granted, subject to conditions, as required.

Refusal of Planning Permission



Town and Country Planning (Scotland) Act 1997

Reg. No. 21/00032/DPP

Cockburn's Consultants 1A Belford Park Edinburgh EH4 3DP

Midlothian Council, as Planning Authority, having considered the application by Mr James Ewen, Ewen Property, 29 Stafford Street, Edinburgh, EH3 7BJ, which was registered on 14 January 2021 in pursuance of their powers under the above Acts, hereby **refuse** permission to carry out the following proposed development:

Subdivision of existing dwellinghouse to form two flatted dwellings and associated extension and external alterations at 33 Mayburn Terrace, Loanhead, EH20 9EH

In accordance with the application and the following documents/drawings:

Document/Drawing.	Drawing No/Scale	<u>Dated</u>
Location Plan	1:1250	14.01.2021
Site Plan	20417-42A 1:200 1:50	14.01.2021
Elevations, Floor Plans	20417-40 1:50	14.01.2021
Elevations, Floor Plans	20417-41C 1:50	10.03.2021

The reasons for the Council's decision are set out below:

- 1. The development will provide an inadequate level of amenity for future residents due to the fact that it will be overlooked by existing neighbouring residential properties and that it has not been demonstrated that there will be an adequate level of garden ground being provided for each dwelling within the application site.
- 2. The development will have a detrimental impact on the amenity and privacy of the occupants of the immediately adjacent residential properties due to the close proximity of the properties and the distances between the windows on neighbouring flatted dwellings.
- 3. The proposed development in having no off-street parking provision means that it does not comply with the Council's parking standards and will result in cars being parked on the street to the significant detriment of traffic and pedestrian safety on this busy public transport corridor.
- 4. For the above reasons, the proposal is contrary to policies STRAT2, DEV2 and DEV6 of the adopted Midlothian Local Development Plan 2017.



Duncan Robertson Lead Officer – Local Developments Fairfield House, 8 Lothian Road, Dalkeith, EH22 3ZN

Appendix D

MIDLOTHIAN COUNCIL

DEVELOPMENT MANAGEMENT PLANNING APPLICATION DELEGATED WORKSHEET:

Planning Application Reference: 21/00032/DPP

Site Address: 33 Mayburn Terrace, Loanhead.

Site Description: The application site comprises a vacant dwellinghouse and associated garden ground. The house is single storey with stone and harled walls and a slate roof. The window frames on the building are a combination of timber sash and case and aluminium frames. The site is located to the rear of a block of four flats, comprising numbers 25, 27, 29 and 31 Mayburn Terrace. Access to the site is via a footpath shared with number 25, along the front and site elevations of the block of flats. The site is within a largely residential area. There is a nursing home to the south with the other surrounding properties in residential use.

Proposed Development: Subdivision of existing dwellinghouse to form two flatted dwellings and associated extension and external alterations.

Proposed Development Details: It is proposed to subdivide the property in to two flatted dwellings, one on the ground floor and one within the roofspace.

There is a lean-to extension to the rear (west) elevation which is to be removed and replaced with a larger flat roof structure. The new extension will sit below the eaves, 3 metres high, 4.5 metres long and extend 2.7 metres deep to incorporate the boundary wall to the rear. This is to be harled to match the existing building.

A total of seven rooflights are proposed: one on the rear (west) elevation; two on the north (side) elevation; one on the south (side) elevation; and three on the front (east) elevation. The rooflight on the rear elevation is to be obscurely glazed. An existing window opening is to be replaced with a timber door on the east elevation, with an existing doorway infilled with render to match existing. An existing chimney stack is to be removed as well as a dormer feature on the south elevation. The roof infill is to be slate to match existing. Four existing window openings are to be altered and reduced in height. The infill areas are to be render to match the walls and the window frames white uPVC. An existing window opening on the south elevation is to be altered to match the building. The plans indicate all walls are to be rendered. The plans show garden areas provided for each property, with no details of boundary treatments.

The applicant's agent has submitted a supporting statement. He has stated the following:

- The units would be affordable housing which there is demand for and a lack of demand for the site in its current form.
- Most of the proposed alterations could be carried out as permitted development and not require planning permission.
- The garden ground has been criticised in previous applications as unusable, but this is the case for the existing house.

- The site is tight but the proposal is acceptable.
- There is no overlooking between the proposed and existing properties.
- There is no impact on the outlook of the proposed units as compared the use as a single house.
- Reference is made to development at Fordel to justify the reduction in garden ground.
- Reference is also made to the parking requirements for the existing house compares to the requirements for two flats and that there would be a reduction in parking requirement. The site is close to public transport and services. Reference is made to another application in Loanhead that accepted reduced parking standards.
- They also make reference to objections submitted.

Background (Previous Applications, Supporting Documents, Development Briefs): Application site

19/01003/DPP Subdivision of existing dwellinghouse to form two flatted dwellings and associated extension and external alterations. Refused – lack of amenity for occupants due to overlooking, inadequate parking and garden ground; detrimental impact on amenity of existing residents; contrary to policy.

13/00508/DPP Subdivision of dwellinghouse to form 3 flatted dwellings, erection of extension, alterations to window opening to form door opening and alterations to garden levels. Refused – lack of amenity for occupants due to overlooking, inadequate parking and garden ground; detrimental impact on amenity of existing residents; contrary to policy. Refused by LRB – same reasons as delegated decision.

12/00640/DPP Sub-division of dwellinghouse to form 3 flatted dwellings; erection of extension and external staircase; formation of dormer; alterations to window opening to form door opening; and alterations to garden levels. Refused – low level of amenity for future occupants through overlooking and inadequate garden ground provided; detrimental impact on amenity of existing properties due to close proximity and distances between windows; the dormer extension and external stairs were unsympathetic additions and detract from the privacy and amenity of neighbouring properties; no off street parking does not comply with Council parking standards and result in a road safety concern; for all reasons proposal does not comply with RP20 and DP2.

08/00063/FUL Formation of driveway. Consent with conditions.

12/00120/DPP 21A Hawthorn Gardens Change of use from dwellinghouse (class 9) to form additional residential nursing home accommodation (class 8) and extension to building. Consent with condition

Consultations: The **Policy and Road Safety Manager** has concerns over the lack of off-street parking for the dwellings and recommends the application be refused.

Representations: Two letters of objection have been received on the following grounds:

- Impact on privacy;
- There is little contact between the owner of the site and nearby residents;
- The existing building is in an unsafe condition putting nearby residents at risk;

- Major disruption to local residents due to limited access to the site; and
- Impact on access to other properties in the area.

Relevant Planning Policies: The relevant policies of the **2017 Midlothian Local Development Plan** are;

STRAT2 Windfall Housing Sites advises that within the built-up areas, housing development on non-allocated sites and including the reuse of buildings and redevelopment of brownfield land, will be permitted provided that: it does not lead to the loss or damage of valuable public or private open space; it does not conflict with the established land use of the area; it respects the character of the area in terms of scale, form, design and materials; it meets traffic and parking requirements; and it accords with other relevant Local Plan policies and proposals;

DEV2 Protecting Amenity within the Built-Up Area advises that development will not be permitted where it is likely to detract materially from the existing character or amenity of the area;

DEV6 Layout and Design of New Development states that good design and a high quality of architecture will be required in the overall layout of development proposals. This also provides guidance on design principles for development, materials, access, passive energy gain, positioning of buildings, open and private amenity space provision and parking;

TRAN5 Electric Vehicle Charging seeks to support and promote the development of a network of electric vehicle charging stations by requiring provision to be considered as an integral part of any new development or redevelopment proposals; and

IT1 Digital Infrastructure supports the incorporation of high speed broadband connections and other digital technologies into new homes, business properties and redevelopment proposals.

Planning Issues: The main planning issue to be considered is whether or not the proposal complies with the development plan policies and, if not, whether there are any material planning considerations which would otherwise justify approval.

The proposal is for the change of use from one dwellinghouse into two flatted dwellings. The application premises is located to the rear of a four-in-a-block residential building and is accessed through the garden ground of one of these properties. The site is small and constrained, with the building being attached to the boundary wall to the rear of the site, within very close proximity to the existing flatted block and with very little open space around the building.

A material planning consideration in this case is whether the property will provide an acceptable level of amenity for future residents of the development. The plans show 56 square metres of garden ground for the ground floor unit, however part of this is only 2 metres wide, between the building and the boundary wall, and so the Planning Authority does not consider this usable. This leaves the ground floor flat with only 40 square metres of garden ground. The flat at first floor level will have approximately 72 square metres of garden ground, however at least 20 square metres of this will be directly overlooked by the flatted dwellings. The sizes of these usable, private

garden areas are below the required standards, particularly in this out-of-town centre location.

In addition to the above, the outlook from the proposed residential units is severely restricted. The flat on the upper floor is served by rooflights facing onto the existing flatted block at Mayburn Terrace and one rooflight to the houses to the rear. The rooflights are 1.5 metres from floor level, meaning that whilst these will provide some limited amount of amenity, these will also allow overlooking to neighbouring properties and so will have a detrimental impact on the privacy of the occupants of the existing flatted properties. The distances between the proposed windows which are directly opposite the windows on the existing flatted block is approximately 10 metres, however the rooflights will also overlook other windows as close as 5 metres, approximately, away at an angle. This falls well below the standards required for distances between properties. The rooflights will also directly overlook the garden ground of the property at 23 Mayburn Terrace, to the north.

The position of the rooflight on the rear elevation directly overlooks the properties and related garden grounds to the rear. This is to be obscurely glazed which should address overlooking, however there may remain a perception of overlooking to these properties from this window.

The existing extension is to be removed and replaced with a larger, flat roofed extension. The existing extension forms part of the boundary wall and the proposed appears to form part of the wall as well. The height of the extension is to be under the eaves of the existing building. Due to the change in ground levels between the site and the dwellings to Mayburn Loan, to the rear, the proposed extension would not have a detrimental impact on the amenity or outlook of the properties to the rear. There are no windows on this elevation which results in a long blank elevation but also no overlooking issues.

The proposed alterations of windows to door openings and alterations to existing window openings would not have any significant impact on the character or appearance of the building or amenity and privacy of neighbouring properties as compared the existing situation. The removal of the chimney stack and dormer feature is acceptable. The areas of infill and remainder of walls are to be rendered, which is acceptable, as is the infill of the roof with slate to match the existing.

Access to the site is via a path that also provides access to number 25. There are no windows on the gable wall of the flatted block, however there are four windows on the rear of the property, which are within 7 metres of the door serving the proposed flatted properties. Although the existing access door to the dwellinghouse is on this same elevation as the proposed door, this only provided access to one dwellinghouse. The proposal will lead to an increase in the number of residential units at the application site, therefore potentially increasing the amount of people living in, and visiting, the proposed flats. The proposed arrangement will result in a significant detrimental impact on the, already limited, amenity of the occupants of the existing flatted block. No parking spaces have been proposed which would serve the development. Planning permission for a driveway to the property was approved in 2008 which was not implemented and has since expired. The lack of off-street parking will increase pressure on the limited on-street parking in the area. The likely result being that vehicles will be parked illegally or inconsiderately, which will have an adverse impact on traffic and pedestrian safety on this busy public transport corridor. The Council's Policy and Road Safety Manager has recommended that the application be refused for the above reason.

An area for the storage of bins has been identified on the proposed site plan. This appears sufficient to store the required general waste bin which would be shared by the two properties, as well as the recycling bins and container required.

With regards to comments made by objectors which have not already been addressed above, access to the site to carry out proposed works is a private legal matter and not a material planning consideration.

The applicant's agent has made reference to the current situation of the site as one dwellinghouse and the differences between this and the proposal for two units, as well as the works that could be done without needing planning permission, the existing garden ground and potential parking usage for this existing house. It is acknowledged that the existing house has no parking, a poor relationship with nearby houses and limited amenity space. Had this dewllinghouse been proposed at this site now, it is highly unlikely be acceptable for these reasons. However this is a historic and established house. Most of the proposed external alterations could be carried out as permitted development, but that is not what is being proposed. The proposal is for two residential units in this building. If it is unlikely that one house here could be supported, had the existing house not been in place, there is no reason why two residential units would be acceptable. The Planning Authority have, in some cases where a proposal is for the change of use of an existing building, accepted a reduction in standards to accommodate the proposal, if the standard and quality of other amenity, such as outlook and light, is of high standard or in certain town centre locations. In this instance, the site is so small and constrained that there is no justification for a reduction in standards. The levels of amenity in the proposed development are well below what could be considered acceptable.

The above assessment demonstrates that the proposed flatted dwellings will have an unacceptably low level of amenity. In addition, the Planning Authority is concerned regarding the design of some of the proposed external alterations and impact on the amenity and privacy of neighbouring residents. For these reasons the application cannot be supported.

Recommendation: Refuse planning permission.



1:200 OVERALL BLOCK PLAN AS PROPOSED

1:200 SCALE BAR

Appendix E





