

Development Management Sub Committee

Wednesday 7 March 2018

Application for Listed Building Consent 17/02228/LBC At 2 Dewar Place, Edinburgh, EH3 8ED Demolition of rear part of original electricity generating station, partial demolition, refurbishment and integration of retained façade into proposed hotel building (as amended)

Item number	7.5(b)
Report number	
Wards	B11 - City Centre

Summary

The proposed alterations are compatible with the character of the existing building and will not result in any unnecessary or unjustifiable damage to its historic structure or architectural interest. The proposals therefore comply with the requirements of LDP policy Env 3 (Listed buildings - Alterations and Extensions), as well as the non-statutory guidance on Listed Buildings and Conservation Areas. Furthermore, the proposals meet the requirements of the Historic Environment Scotland Managing Change guidance on Alterations to Listed Buildings.

Links

[Policies and guidance for this application](#) CRPWEN, LDPP, LEN04, LEN03, NSG, NSLBCA,

Report

Application for Listed Building Consent 17/02228/LBC At 2 Dewar Place, Edinburgh, EH3 8ED Demolition of rear part of original electricity generating station, partial demolition, refurbishment and integration of retained façade into proposed hotel building (as amended)

Recommendations

- 1.1 It is recommended that this application be Minded to grant - Scottish Ministers subject to the details below.

Background

2.1 Site description

The application site, which covers an area of 1.24 hectares, lies on the south west side of the city centre. The site slopes upwards from north to south, towards Morrison Street, on its Dewar Place frontage.

The site fronts on to the east side of Dewar Place and is flanked to the east by the Western Approach Road. The 5 to 6 storey building at Conference House lies immediately south of the site and fronts on to Morrison Street. Existing office buildings including Exchange Tower and Conference Exchange, are located to the north of the site. Planning permission was recently granted for a hotel development on the vacant land opposite the site, on the west side of Dewar Place (application reference 16/00700/FUL).

The site is currently occupied by an existing electrical sub-station with vacant land to the north east. The retained facade of this former electricity station headquarters lines the site frontage on Dewar Place. The only part of the original building which is retained intact is the three storey, vacant office accommodation, situated at its south west end. The building is category 'B' listed (listed building reference LB47721) (listed 23 March 2001). On the northern part of the site, the original transformers and switch room are located and these were decommissioned as part of the new substation development. These structures and buildings were all installed or erected after 1946, with other original buildings on this part of the site being previously demolished.

The boundary of the Old and New Towns of Edinburgh World Heritage Site lies to the north west of the application site.

This application site is located within the West End Conservation Area.

2.2 Site History

10 May 2007 and 15 July 2007 - Planning permission and listed building consent granted for demolition of substation building, restoration of Dewar Place façade and construction of a replacement substation facility, podium deck and pavilion space (07/02421/FUL and 07/02421/LBC).

19 May 2011 - Planning permission and listed building consent granted for amendments (including revised facade design & removal of roof top restaurant) to planning permission ref: 07/02421/FUL for construction of an electricity substation development (11/01064/FUL and 11/01064/LBC).

09 March 2015 - Planning permission granted for reconfiguration of access and erection of external staircase and safety barrier(15/00354/FUL).

18 May 2017 - application for planning permission in principle submitted for a mixed use development, including hotel(s), offices, retail use, restaurant(s), pedestrian deck, bridge link and accesses from Western Approach Road, Dewar Place and Canning Street; as well as detailed approval for siting, maximum height & limits of deviation of proposed buildings, partial demolition and refurbishment of façade of former electricity station. This application is currently under consideration (17/02227/PPP).

18 May 2017 - Application for demolition of transformers and switch room building. This application is currently under consideration (17/02229/CON).

Main report

3.1 Description Of The Proposal

The following alterations to the listed building fabric are proposed, in association with the mixed use development proposed under the associated application for planning permission in principle (17/02227/PPP).

The proposals to the retained part of the listed building include:

- Down-taking of the interior of the remaining three storey office floor space, at the south west corner, to form the hotel entrance lobby at podium level, with reinstated floor plate, providing guest accommodation at the upper level.
- Part demolition and part retention of the slate roof above the retained façade at the south and west corner of building.
- Installation of glazed doors and surround within section of the facade on Dewar Place, to form a single storey height, hotel entrance.
- Window alterations, including the installation of opaque glazing, to blocked up windows on the west elevation.
- Alterations to the boarded up window and door opening at the south west corner, to form a new entrance to the public route leading to the new footbridge proposed over West Approach Road (under application 17/02227/PPP).

The proposals constitute an amended scheme (scheme 3). The following proposals were included under the original application and in the first amended scheme:

SCHEME 1

A three storey glazed entrance was proposed on the south facing, Dewar Place façade of listed building, requiring demolition of full height section of façade on this frontage. A full height open foyer space was proposed behind the corner of the listed building on its Dewar Place corner façade. The new build hotel was set back by 3.1 metres on west elevation a 1.7 metres on south elevation from the listed building façade.

SCHEME 2

The scale of entrance lobby was reduced from three to one storey in height. The set back of the new building on the south elevation was increased to 3.1 metres, on both elevations. Integral hotel accommodation was introduced above the proposed entrance to the public stairway.

3.2 Determining Issues

In considering whether to grant consent, special regard must be had to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. For the purposes of this issue, preserve, in relation to the building, means preserve it either in its existing state or subject only to such alterations or extensions as can be carried out without serious detriment to its character.

3.3 Assessment

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

i) Impact of proposed alterations on the character of the listed building.

Scottish Planning Policy states that the planning system should:

- *promote the care and protection of the designated and non-designated historic environment;*
- *(Including individual assets, related settings and the wider cultural landscape) and its contribution to sense of place, cultural identity, social well-being, economic growth, civic participation and lifelong learning; and*
- *enable positive change in the historic environment which is informed by a clear understanding of the importance of the heritage assets affected and ensure their future use.*

Change should be sensitively managed to avoid or minimise adverse impacts on the fabric and setting of the asset, and ensure that its special characteristics are protected, conserved or enhanced.

The proposals for demolition under the current application relate to the rear elevation of the southern part of this building, and a section of the original roof on Dewar Place frontage, along with its internal floor plates. The original façade would be retained, with the exception of down takings, where new entrances are proposed. These alterations to the listed building fabric are required, in order to allow for the new development above this building and are assessed under the terms of LDP policy Env 4 (Listed Buildings- Alterations and Extensions).

This policy states that proposals to alter or extend a listed building will be permitted where:

- a) Those alterations or extensions are justified;
- b) There will be no unnecessary damage to historic structures or diminution of its interest; and
- c) Where any additions are in keeping with other parts of the building.

The Historic Environment Scotland listing for this category 'B' listed building states that:

'The Electric Light Works former power station was constructed in the Italian palazzo style. In 2017, only the Dewar Place façade of the building remains, this being shored up from the interior and on the roof of the modern electricity sub-station. The windows and other openings onto Dewar Place have been infilled, and some vandalism of the exterior has taken place.'

This description highlights the currently poor condition of this listed asset and the limited extent of building fabric which remains. However, the distinct character of this red sandstone building, with its ornamental frontage, including the turret feature at its southern corner, makes a significant contribution to this part of the conservation area. This is recognised in the West End Conservation Area Character Appraisal which highlights the building as one of just three noteworthy buildings in this part of the conservation area.

External Alterations

The finalised proposals include the retention of the street facing, slate roof plane, at the corner of the listed building with Morrison Street and the majority of the remaining facade of the listed building. The retention of this roof plane will also provide for a greater set back from the building line of the new build element above, as proposed under the accompanying application for planning permission in principle. This should result in an improved impact of any such extensions on the listed building setting, as acknowledged by Historic Environment Scotland in its response.

The revisions to the original proposals include a significant reduction in the height of the fascia of the proposed hotel entrance foyer on Dewar Place. This change has allowed for the retention of a much greater extent of the original building fabric and architectural integrity than originally proposed. The amended scheme accords with the objectives of LDP policy Env 4 and the Historic Scotland guidance on Managing Change in the Historic Environment 2010, which states that: *The minimum historic fabric should be removed.*

The design of the proposed entrance to the foyer, which is relatively contemporary in form, is considered an appropriate design solution in this situation and accords with the Managing Change guidance which states that:

'a clearly modern intervention of high quality design may be appropriate'.

The proposed entrance to the public stairway, which is suitably proportioned and sensitively designed, is respectful to the character of this building. The proposed re-instatement of existing windows and other window alterations and the formation of a new entrance to a public stairway, would help activate and enliven this building, enhancing its character and appearance. Further details would be required, including full specifications of the proposed window designs, in order to ensure that these modifications are compatible with the character and special interest of the listed building. Conditions are included, requiring these relevant details. Further details will also be required of the proposed stonework, including specifications for the course work treatment.

Internal Alterations

There are no significant features of interest in the remaining interior of the building referred to in its HES listing. However, the re-instatement of the original floor level above the corner entranceway, would help protect the building's character and special interest. The occupation of this part of the building would enhance its appearance through the re-animation of this frontage.

The extensions proposed under the associated PPP application for this site would potentially have a significant impact on the setting of the remaining listed building. However, such impacts also require consideration in the light of the wider benefits to the area's economic and physical regeneration, as considered in the assessment of the relevant application for planning permission in principle. The extent of such impacts on the listed building cannot be fully assessed until further details come forward at AMC stage, when the related LBC application will also require consideration.

Conclusion

The proposed alterations are compatible with the character of the existing building and will not result in any unnecessary or unjustifiable damage to its historic structure or architectural interest. The proposals therefore comply with the requirements of LDP policy Env 3 (Listed buildings - Alterations and Extensions), as well as the non-statutory guidance on Listed Buildings and Conservation Areas. Furthermore, the proposals meet the requirements of the Historic Environment Scotland Managing Change guidance on Alterations to Listed Buildings.

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

It is recommended that this application be Minded to grant - Scottish Ministers subject to the details below.

3.4 Conditions/reasons/informatives

Conditions:-

1. Prior to the commencement of development, a 1:20 drawing shall be submitted for the approval of the Planning Authority, providing full details of the stone coursing treatment and jointing treatment, at the locations where sections of the listed building facade are to be removed to allow for the formation of new entrances and doorways.
2. Full details of the proposed replacement and re-instated windows, including scaled drawings demonstrating the design and dimensions and materials of the framework, as well as glazing and profile details, shall be submitted to and approved by the Planning Authority, prior to the commencement of development.
3. A detailed specification, including trade names where appropriate, of all the proposed external materials shall be submitted to and approved in writing by the Planning Authority before work is commenced on site; Note: samples of the materials may be required.
4. Sample/s of the proposed shall be submitted to and approved in writing by the Planning Authority before work commences on site.

Reasons:-

1. In order to safeguard the character of the statutorily listed building.
2. In order to safeguard the character of the statutorily listed building.
3. In order to enable the planning authority to consider this/these matter/s in detail.
4. In order to safeguard the character of the statutorily listed building.

Informatives

It should be noted that:

1. The works hereby permitted shall be commenced no later than the expiration of three years from the date of this consent.

Financial impact

4.1 The financial impact has been assessed as follows:

A legal agreement is required under the associated application for planning permission in principle, requiring a financial contribution towards the Edinburgh tram network and local transport infrastructure.

Risk, Policy, compliance and governance impact

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

Equalities impact

6.1 The equalities impact has been assessed as follows:

An equalities and human rights impact assessment has been undertaken in respect of the related application for planning permission in principle (17/02227/PPP).

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

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

Consultation and engagement

8.1 Pre-Application Process

Pre-application advice was given in respect of the relevant application for planning permission in principle (17/02227/PPP).

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 2 June 2017 and 18 August 2017, following the receipt of amended plans. No representations were received on this application. However, some concerns have been raised in relation to the proposed works to the listed building, in the representations received on the respective application for planning permission in principle, (17/02227/PPP). These issues are addressed in the relevant application for planning permission in principle.

Background reading/external references

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

**Statutory Development
Plan Provision**

Within the adopted Edinburgh Local Development Plan (LDP) the site is located in the City Centre.

The application site is within the area included in the Exchange 2 Masterplan for Dewar Place (the principles of which were approved by Planning Committee on 25 February 2010).

The site is included within the West End Conservation Area.

Date registered

24 May 2017

Drawing numbers/Scheme

01a,02b - 06b,

Scheme 3

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

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Links - Policies

Relevant Policies:

The West End Conservation Area Character Appraisal emphasises that the area is characterised by mixed, residential commercial buildings. The central section of the conservation area is a major modern financial area consisting of modern offices. The Georgian and Victorian tenements within the area are mainly 4-6 storeys, and constructed of stone with pitched, slated roofs.

Relevant policies of the Local Development Plan.

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

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

Relevant Non-Statutory Guidelines

Non-statutory guidelines 'LISTED BUILDINGS AND CONSERVATION AREAS' provides guidance on repairing, altering or extending listed buildings and unlisted buildings in conservation areas.

Appendix 1

Application for Listed Building Consent 17/02228/LBC At 2 Dewar Place, Edinburgh, EH3 8ED Demolition of rear part of original electricity generating station, partial demolition, refurbishment and integration of retained façade into proposed hotel building (as amended)

Consultations

Historic Environment Scotland response 7 July 2017

Whilst Historic Environment Scotland does not object to the proposals, we have concerns in regard to the potential negative impact the development may affect to the Outstanding Universal Value (OUV) of Edinburgh World Heritage Site. We have suggested ways in which the detailed design could be taken forward in the attached annex.

Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our decision not to object should not be taken as our support for the proposals. You should also seek advice from your archaeology and conservation service for relevant matters.

Further Information

This response applies to the application currently proposed. An amended scheme may require another consultation with us. We recognise that we have been consulted in regard to OUV by way of the submission of the Planning in Principle, we would request as a matter of course that we are re-consulted in regard to OUV as the planning process proceeds.

ANNEX

Designed in an Italian palazzo style, the (former) Central Electricity Lighting Station built in 1894 is a significant surviving example of Edinburgh's 19th century industrial past. Since its inception the site has continually evolved and changed, firstly being downgraded to sub-station status with the arrival of the National Grid. The 1990s saw the highly-coloured and sculptural open sub-station located to the east side of the 1990s. More recently the open-substation has become redundant, with a new facility located behind the retained envelope of the former electricity station. A previous consent removed the workshops to the north.

Context and Background

In assessing this application, it is relevant to briefly identify previous discussions regarding the site. In 2009/10 all relevant stakeholders were made aware of proposals coming forward for the redevelopment of this site in its entirety, this was known as the Exchange 2 Masterplan. Historic Environment Scotland, then Historic Scotland, was represented.

We are aware that the Exchange 2 Master plan which was presented to the Edinburgh Planning Committee on 25 February 2010, the committee agreed to approve the general principles contained therein. Therefore, it is within this already established framework we offer the following comments regarding the physical changes proposed to the remaining listed elements.

Re-use of Listed Building

We welcome the retention of the external envelope facing Dewar Place and its return to the highly visible junction at Morrison Street. Whilst we are aware that in essence what is proposed is a façade retention, retaining the building's envelope to both these highly visible and prominent elevations, should in our view, ensure a degree of integrity to the building's special form and character. We would suggest care is taken to retain the 3D nature of the structure, including a rebuild of its roof form.

We welcome the aspiration to reactivate Dewar Place, particularly re-using the existing openings to re-animate and re-energise the street.

Heritage Impact and Way Forward. We would ask that further consideration is given to retaining the elevation in its entirety rather, than as proposed, to demolish the 3-bay office section and insert an access-core for the hotel. Losing this element of the building, with its skilfully composed ground-floor design, would in our view be a retrograde step, both in terms of the detrimental impact it would have to the appearance and character of this elevation, and in terms of signalling a significant departure from the 'spirit' of the 2010 Masterplan. It would also lose an element of integrity to the whole structure.

We hope We hope that the applicant will be amenable to exploring other ways to intuitively work with the building, rather than as currently proposed compromise this cohesive elevation.

As with our comments above in seeking to maintain a degree of integrity for the building, particularly as the scheme effectively proposes façade retention, we welcome that the historic elevation appears to be meaningfully tied into the floorplates of the newbuild, this should create an interesting dialogue between the old and the new. Where however we would ask for further significant revision, is in regard to the relationship between the set-piece corner Bartizan tower, and how the new development relates and responds to it. Currently the new development due to its proximity, and sheer scale, overwhelms this important landmark/townscape feature. We would therefore encourage further consideration to giving the tower a better defined breathing space, effectively pulling the newbuild away from it, thus allowing it to retain its architectural significance. As above, a retention of the original roof-form to the corner building would assist this process.

If helpful we would welcome further input regarding the specific comments we have made about the works to the listed building.

Historic Environment response 12 October 2017

The revised drawings have addressed some of the concerns we raised in our letter of 30 June. We welcome the intention to retain the three-bay upper floors of the B-listed Dewar Place façade, initially proposed for removal. However, the loss of the ornate ground floor is regrettable.

We still have concerns with the treatment of the corner building, specifically designed to address the corner with its bartizan turret. As before, we would suggest that the integrity and authenticity of this corner building would be aided by retaining its current roof form (it could be rebuilt) and setting back the proposed development further behind it. The slate roof of the building and its skew chimneystack can be clearly seen from Morrison Street, as can the return (cornice and parapet) of the previously façade-retained Dewar Place block. We would suggest the scheme is revised to retain more of the 3-D nature of the buildings including divisions between buildings and the return and masonry elements.

As before, we welcome the aspiration to reactivate Dewar Place, particularly re-using the existing openings to re-animate and re-energise the street. This will help provide a degree of integrity for the listed building.

Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our view is that the proposals do not raise historic environment issues of national significance and therefore we do not object. However, our decision not to object should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on listed building/conservation area consent, together with related policy guidance.

Further Information

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

Guidance about national policy can be found in our 'Managing Change in the Historic Environment' series available online at www.historicenvironment.scot/advice-and-support/planning-and-guidance/legislation-and-guidance/managing-change-in-the-historic-environment-guidance-notes/. Technical advice is available through our Technical Conservation website at www.englished.org.

As this application involves the demolition of a listed building, if consent is granted there is a separate requirement through section 7 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (as amended) to allow us the opportunity to carry out recording of the building. To avoid any unnecessary delay in the case of consent being granted, applicants are strongly encouraged to complete and return the Consent Application Referral Form found at www.historicenvironment.scot/about-us/what-we-do/survey-and-recording/threatened-buildings-survey-programme.

Historic Environment Scotland- response dated 29 November 2017 on further revisions

Thank you for your consultation which we received on 10 November 2017. We have considered it and its accompanying Environmental Statement Addendum in our role as a consultee under the terms of the above regulations and for our historic environment remit as set out under the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013. Our remit is World Heritage Sites, scheduled monuments and their setting, category A-listed buildings and their setting, and gardens and designed landscapes (GDLs) and battlefields in their respective inventories.

This response should be read alongside our previous responses to consultations on this scheme. These include two letters on the planning application and EIA consultation (dated 30 June 2017 and 22 September 2017) and our letter dated 23 November 2017 in response to your consultation on listed building consent application 17/02228/LBC. You should also seek advice from your archaeology and conservation service for matters including unscheduled archaeology and category B and C-listed buildings.

Our Advice

As stated in our letter dated 30 June 2017, we do not object to the proposals. We note the further amendments to the scheme.

We welcome the inclusion of further visualisations for our interests in the Addendum. This was very helpful in enabling us to see the progression of the design over the course of the application and two amendments.

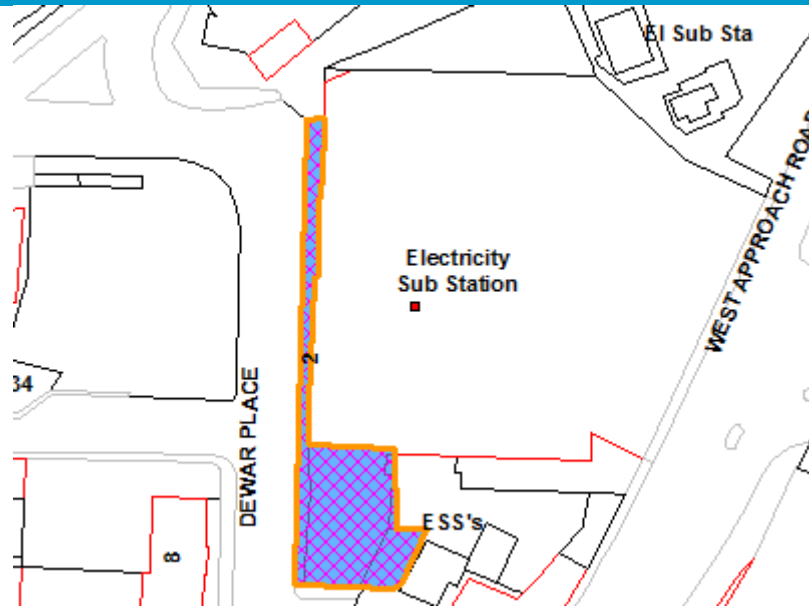
We are content to agree with the conclusions presented in the Addendum that the level of impacts for our historic environment interests under the EIA regulations (as above) have not been significantly altered. We therefore have no further comments on this. For our comments on the scope and methodology of the assessment, we refer you to our letter of 30 June 2017.

As detailed in our letter of 23 November 2017, we are content that the alterations to the proposals have addressed our main concerns regarding impacts on the category B listed building 2 Dewar Place, Scottish Power Offices, Formerly Central Electricity Lighting Station Including Boundary Walls, Gates and Gatepiers, West End. These impacts do not form part of our interest under the EIA regulations.

Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our view is that the proposals do not raise historic environment issues of national significance and therefore we do not object.

However, our decision not to object should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on development affecting the historic environment, together with related policy guidance.

Location Plan



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