

Development Management Sub Committee

Wednesday 9 May 2018

**Application for Listed Building Consent 17/05119/LBC
At 20 Duncan Street, Edinburgh, EH9 1SR
Alterations and extensions as part of change of use from car servicing and repairs centre to student accommodation (comprising 25 No. student studios with shared breakout, office and amenity spaces) and associated works (as amended).**

Item number	7.1(b)
Report number	
Wards	B15 - Southside/Newington

Summary

The proposed physical alterations to the Category B listed building are justified as these would allow for continued use of a building where it would be difficult to obtain an appropriate alternative use of the premises. On this basis, the proposals are a justified exception to policy Env 4 of the Local Development Plan.

Links

[Policies and guidance for this application](#) NSG, NSLBCA, LDPP, LEN04, LEN06, CRPBLA,

Report

Application for Listed Building Consent 17/05119/LBC At 20 Duncan Street, Edinburgh, EH9 1SR Alterations and extensions as part of change of use from car servicing and repairs centre to student accommodation (comprising 25 No. student studios with shared breakout, office and amenity spaces) and associated works (as amended).

Recommendations

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

Background

2.1 Site description

The application site is a car repairs garage which forms part of a 3 storey, 7 bay symmetrical Italianate tenement block, flanking a central pend with the garage attached to the rear of the pend and tenement and constructed circa 1870. The property is built mainly from stone with original setts at ground floor level, cast-iron columns and intricate timber roofing structure with a number of cross and tie-beams in an unusual configuration. The original roof is still in evidence having an M profile, albeit altered with concrete S-profile sheeting at the ends and original Scotch slate at the top. The building is vernacular in style with agricultural elements and was originally built as a horse bazaar and converted to a garage in the mid 20th century.

To the south of the site, the walls are tight up against the boundary of Jewson-builder's supplies warehouse; to the east the wall is up against a 2-storey stone built dental practice, and also bounds the a car park to the site which has an NHS use, and to the west there is the rear garden to the 4-storey stone-built tenements on Ratcliffe Terrace.

The boundary of the Blacket Conservation Area lies along the eastern side of the property, although the site lies outwith the conservation area.

The building is category B listed. Added to the Statutory List on 25/03/1997. (LB refers 44213).

2.2 Site History

22 February 2016: Planning application for demolition and creation of 28 No. private rental apartments, withdrawn. (application reference 15/04585/FUL).

22 February 2016: Listed Building Consent application for demolition and alterations in relation to existing shed/workshop, withdrawn. (application reference 15/05233/LBC).

8 June 2016 - Listed Building Consent refused to demolish existing commercial building and restore rear of tenement at lower level (application reference 16/00874/LBC).

2 November 2016 - Appeal against the refusal of application 16/00874/LBC dismissed by reporter (DPEA appeal reference LBA-230-2083).

4 November 2016 - Planning application for conversion and alteration of existing garage. Creation of new high quality private rental scheme to comprise 28 studio apartments, withdrawn. (application reference 16/03353/FUL).

4 November 2016 - Listed Building application for conversion and alteration of 20 Duncan Street and existing workshop at the rear of 20 Duncan Street, withdrawn. (application reference 16/03353/LBC).

3 August 2017 - Planning permission and listed building consent refused for change of use from car servicing and repairs centre to student accommodation (comprising 29 No. student studios with shared breakout space) and associated external works (application references 16/05503/FUL and 16/05505/LBC).

Main report

3.1 Description Of The Proposal

The application proposes alterations to the listed building associated with the formation of 25 student studio flats as a student housing development.

Externally the garage would retain the existing stone walls, and extend the height of part of these walls. These will be altered through the formation of a number of openings to form windows and doors associated with the proposed change of use to student housing. The existing timber roof structure removed completely. A new steel and glazed roof structure is to be formed, to be predominantly finished in slate.

Internally, the existing timber structural supports would be partially retained, to the point where the roof structure is met. Existing stone sets on the floor of the property are to be used internally, albeit with a lowered ground level. New rooms will be formed in pods within the existing external walls which will significantly alter the original plan form of the building.

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:

- a) The proposals will harm the architectural or historic interest of the listed building or adversely affect the special character or appearance of the conservation area; and
- b) The representations raise any issues to be addressed.

a) Impact on the character of the listed building and character and appearance/setting of adjacent conservation area

The application proposes alterations to the single storey building located to the rear of 20 Duncan Street. This building, and its adjoining residential tenement was designed as a single mixed-use development, the size and detailing of the entrance pend in the residential block intended to draw people into the intrinsically linked horse bazaar behind. The structure of this horse bazaar; iron columns, trussed timber roof and stone walls, remains substantially intact.

The historical importance of the horse bazaar was confirmed in application 16/00874/LBC and associated appeal decision LBA-230-2083, where it was noted that... *'This is clearly part of the special interest of the listed building. The list description makes no reference, but that is not determinative of special interest. The inclusion of a horse bazaar and tenements is rare. It adds to the special interest of the building and the desirability of preserving it.'*

Policy Env 4 of the Local Development Plan (LDP) advises that proposals to alter a listed building will be permitted where these alterations are justified, there will be no unnecessary damage to historic features and additions are in keeping with other parts of the building.

The degree of interventions proposed to this listed building are radical. Supporting statements have been submitted to provide a structural commentary and heritage statement provides detail on the significance of the horse bazaar. However, this document inaccurately dismisses the historical importance of this feature.

The alterations to the form of the original roof structure remain significant, although a large degree of the shape of the original form will be retained. The pitch of the roof will be retained on two elevations with the gable wall on the eastern and western side raised to create an enlarged gable using stone to match.

A significant number of openings are also proposed to the original walls of the building. The number of these openings proposed is a compromise between the retention of historic fabric of the building, and the provision of daylight to future occupiers to allow the continued use of the building. The use of metal window framing would reflect the industrial heritage of the building.

Internally, the proposals involve the removal of the roof structure and timbers as shown on the downtakings plan. Although the floor level will be lowered from existing levels, it is noted that the original setts are to be relaid within the central atrium area. The existing columns are to be retained as decorative feature and will no longer serve a structural purpose. These will be extended towards the new lowered floor level using an appropriate collar system. Although the original open plan character of the building will be substantially altered through the formation of the studio units, a sense of the original space will be retained in the large central atrium.

HES has acknowledged that given that the existing mechanic's use of the site is intended to cease in the near future, finding an alternative use of the large internal space is likely to be challenging without requiring significant alterations to the historic structure. Previous applications to redevelop the building would have resulted in a much greater loss of historic building form and it is accepted that the current proposals are a compromise between preservation of the most important features of the building and achieving an active use of the building.

The boundary of the Blasket Conservation area lies directly to the east of the application site. The proposed development is wholly contained within the footprint of the existing garage. External alterations are limited to the existing walls being retained and built up where necessary, formation of windows and a new glazed and slate roof which replicates the original form of the roof structure, replacing the existing asbestos roof. The impact on the appearance of the adjacent conservation area is limited due to the location of the site behind the existing tenement building fronting Duncan Street. This coupled with the use of high quality materials including slate and glass will result in an improvement in terms of the overall character of the adjacent conservation area. The proposed works will not have any adverse impact on the setting of the adjacent conservation area.

In conclusion, the essential elements of the roof structure and plan form of the horse bazaar will remain legible and therefore there is no diminution of interest of the historic structure. The proposed use will safeguard the future of this unique and historic structure.

On balance, whilst the proposal will impact on the special character of the listed building, the extent of the interventions are justified and considered acceptable as they will not result in a diminution of interest or cause unnecessary damage to historic structure. The architectural character will be retained and the setting of the adjacent conservation area improved through the replacement of the existing asbestos roof covering with a slate roof. The proposals are in accordance with policies Env 4 and Env 6 of the LDP. A condition requiring the implementation of a programme of archaeological works is recommended.

b) Representations

Material Representations - Objection

- Impact on the character and special interest of the horse bazaar;
- Unjustified loss of historic fabric, and
- Failure to respect or enhance the buildings framework and roof profile.

- These are addressed in Section 3.3a) above.

Non-material Representations

- Noise from occupiers;
- Lack of waste provision;
- Loss of amenity to neighbouring residents;
- Insufficient parking;
- Impact on health of neighbours;
- Disturbance during construction works;
- Insufficient pavement width;
- Fire safety;
- Flooding impact;
- Increase in litter;
- Overprovision of student accommodation;
- Inappropriate density;
- Poor quality environment for future occupiers;
- Density too high;
- Building should remain in commercial use;
- Loss of neighbouring property values;
- Impact on neighbours security;
- Impact on human rights from noise disturbance by future occupiers;
- Ground stability; and
- Loss of views.

Community Council

The Grange/Prestonfield Community Council did not request to be a statutory consultee on the application, but did object on the following grounds:

- Lowering of ground floor and introduction of steps would detract from the character of the building;
- Number of floors and density of accommodation would mask the listed structure and detract from its special interest;
- Loss of existing roof structure and roof light contrary to submission in planning statement;
- Existing original beams and columns will become structurally redundant;
- The structure should be repaired/strengthened without the loss of historic fabric;
- Fails to comply with policy Env 4 of the LDP;
- Number and size of openings on west wall detract from the character of the listed building; and
- Does not reflect paragraph 3 of appeal decision LBA-230-2083.

These are addressed in Section 3.3a) above.

The following non-material concerns were raised by the Community Council which are not relevant to the assessment of this application:

- Area should be master-planned;

- Uncoordinated development with nearby sites;
- Inadequate living environment for future occupiers;
- Insufficient waste provision;
- Loss of privacy; and
- Overconcentration of student housing in surrounding area.

Conclusion

The proposals will have an impact on the architectural composition and integrity of the listed building. However, on balance this is a justified level of intervention which will retain the essence of its setting and will allow for a new use within the building. As a result the proposals are acceptable in relation to policies Env 4 and Env 6 of the LDP.

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

3.4 Conditions/reasons/informatives

Conditions:-

1. No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (excavation, historic building recording, analysis & reporting, publication) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.
2. Detailed specifications and samples of the proposed external materials shall be submitted to and approved in writing by the Planning Authority before work commences on site.

Reasons:-

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

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:

There are no financial implications to the Council.

Risk, Policy, compliance and governance impact

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

Equalities impact

6.1 The equalities impact has been assessed as follows:

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

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

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

Consultation and engagement

8.1 Pre-Application Process

There is no pre-application process history.

8.2 Publicity summary of representations and Community Council comments

Six objections were received which raised material concerns related to the works subject to this application, including an objection from the South Side Community Council. A further 11 objections received did not raise any material issues.

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**

Defined as Urban Area in Local Development Plan.

Date registered

3 November 2017

Drawing numbers/Scheme

01, 02, 03B, 04A, 05A, 06A, 07A, 08A, 09A, 10,
11A, 13, 13A, 15, 16A, 17A, 18.,

Scheme 2

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Chief Planning Officer

PLACE

The City of Edinburgh Council

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Links - Policies

Relevant Policies:

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.

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

The Blasket Conservation Area Character Appraisal emphasises the mix of substantial villas and terraces, the unified architectural form and materials, the sense of spaciousness derived from the generously proportioned gardens and large mature trees, and the predominance of residential uses.

Appendix 1

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Consultations

Historic Environment Scotland

We offer the following advice;

This is the latest in a succession of applications for the garage to the rear of 20 Duncan Street. We provided advice on a similar application (16/03353/LBC) for incorporating the garage into the re-development of the site earlier this year, which we understand was subsequently withdrawn, and we essentially offer the same advice now.

The tenements are the focus of the listing, however our view remains that the garage has value and interest as being part of a rare mixed-use development (incorporating Italianate designed tenements to the front) and the only known surviving horse bazaar in Edinburgh.

The proposal to incorporate the historic structure within a student residential scheme is welcomed.

We have recognised that finding an alternative use for the large internal space will be challenging and may require significant intervention. This conversion to residential accommodation will inevitably impact on the large open-plan historic structure. In considering a scheme such as this, our view is that its success will depend on the extent of the surviving original structure (cast-iron columns, timber roof and stone external walls) which can be incorporated into the residential scheme.

In looking at the details contained within the application, we welcome the retention and adaptation of existing columns, stone walls and central structure as outlined in the Design Statement. In your Council's own detailed assessment of the application, you may wish to clarify with the applicant more precisely the extent of the existing structure to be retained.

Our advice can be used by you to inform your decision. The proposals do not raise issues of national significance. Our letter is advisory and is not an objection.

Our decision not to provide detailed comments and not to object should not be taken as our support for the proposals. You are the primary decision maker and assess proposals against local and national historic environment policy and guidance.

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

Archaeology

I would like to make the following comments and recommendations concerning these associated Full planning and listed building applications for the change of use from car servicing and repairs centre to student accommodation (comprising 25 student studios with shared breakout, office and amenity spaces) and associated works.

The site affects Duncan's Garage which forms an integral part of a B-listed group of buildings along with the adjacent 3-storey tenement of 18-22 Duncan Street. This garage dates to c.1870 and is recorded on the Second (1876) and 3rd (1893) Editions of the OS Map as a Horse Bazaar, being converted to a garage in the mid 20th century.

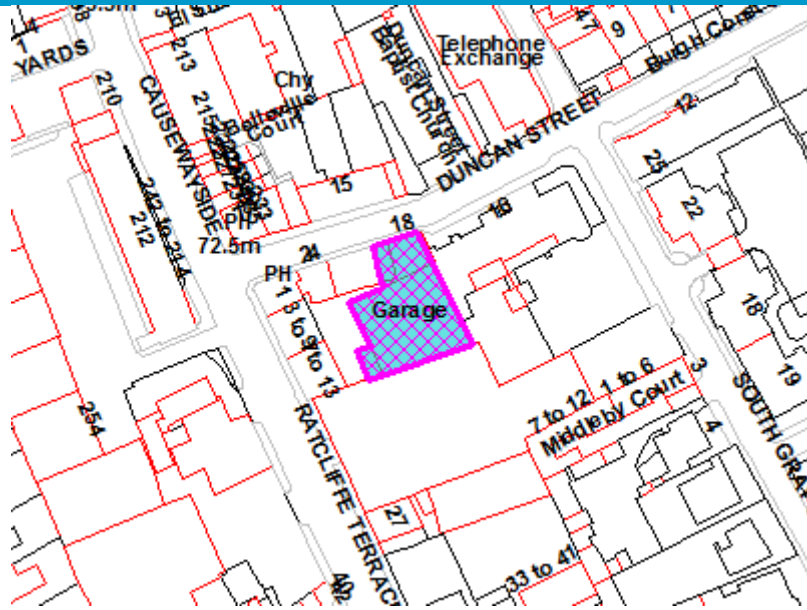
Based on the historical and archaeological evidence the building has been identified as being of regional importance. Accordingly, these applications must be considered under terms Scottish Government's Scottish Planning Policy (SPP) and Scottish Historic Environment Policy (SHEP) and CEC's Edinburgh Local Development Plan policies ENV2, 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.

This scheme will see significant alterations and impacts upon and to this former Victorian Horse Bazaar (Duncan's Garage), a building of regional historic and archaeological significance. It is essential therefore that if granted a detailed historic building survey (phased and surveyed internal and external elevations and plans, photographic and written description and analysis) of the building is undertaken prior to and during alterations. This is required to provide a permanent record of this historic structure. This work will be linked to a suitable programme of archaeological work on any proposed ground-breaking works and secured by the following recommended condition;

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

The work would 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.

Location Plan



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