

Development Management Sub Committee

Wednesday 24 October 2018

**Application for Listed Building Consent 18/04041/LBC
At 11 Carlton Street, Edinburgh, EH4 1NE
Alterations to townhouse attic studio space including
formation of double doors accessing new roof terrace to
valley and additional and enlarged rooflights.**

Item number	4.2
Report number	
Wards	B05 - Inverleith

Summary

The proposals do not have special regard to the desirability of preserving the building or its setting and adversely affect its roof which is a feature of special architectural and historic interest. The proposals will neither preserve nor enhance the character or appearance of the conservation area.

Links

Policies and guidance for this application	LDPP, LEN04, LEN06, NSG, NSLBCA, OTH, CRPNEW,
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Report

Application for Listed Building Consent 18/04041/LBC At 11 Carlton Street, Edinburgh, EH4 1NE Alterations to townhouse attic studio space including formation of double doors accessing new roof terrace to valley and additional and enlarged rooflights.

Recommendations

1.1 It is recommended that this application be Refused for the reasons below.

Background

2.1 Site description

The application property relates to the town house that is no. 11 Carlton Street (but not including its basement) and the basement of no. 9 Carlton Street which is accessed from no. 11. The buildings are part of a two storey terrace designed by James Milne and built in 1824.

The building was A listed on 12 August 1965.

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

2.2 Site History

07 October 2015 - Planning permission and listed building consent granted to form a separate basement flat, internal alterations and form studio room within the attic with new rooflights. (as amended) (Application references: 15/03362/FUL and 15/03363/LBC).

14 January 2016 - Planning permission and listed building consent refused to remodel and extend the existing rear off-shoot to form a small east facing contemporary garden room that will provide an indoor / outdoor space at all times of the year regardless of the weather. (Application references: 15/04729/FUL and 15/04731/LBC).

25 April 2016 - Appeal dismissed for the above listed building consent application (Application reference: 15/04731/LBC) (Appeal Reference LBA-230-2073).

20 October 2016 - Planning permission and listed building consent granted for contemporary lean-to glass extension to existing rear off-shoot to form a small garden room with visual and physical to garden (Application references: 16/03926/FUL and 16/03927/LBC).

Main report

3.1 Description Of The Proposal

This application is for alterations at the roof top level of this A listed dwelling.

The building has an M form roof with two pitched roofs and a concealed roof valley between the two pitched sections. It is proposed to remove a section of the rear of the front pitched roof and to form a set of double doors that would open out to a roof terrace that would be formed by the cut out. The floor of the roof terrace would be largely glazed, lighting the shower room below. Immediately adjacent to the cut away roof would be formed a large glazed area in the roof that would light the stair to the attic. It would be a 'frameless' glass roof with glazed cheek to one side of the cut-out. In addition, it is proposed to form two additional conservation rooflights, one in the rear face of this roof and one in the front (or street) face, bringing the total in the front to three.

Supporting Statement

As part of this application the following documents have been submitted which are available to view on Planning and Building Standard's Online Services:

- Planning Design Statement

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.

Do the proposals harm the character or appearance of the conservation area? If they do, there is a strong presumption against granting of permission.

3.3 Assessment

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

- a) the proposals will impact on the character of the listed building;
- b) the proposals will preserve or enhance the conservation area;
- c) any impacts of equalities and human rights have been addressed; and
- d) any comments raised have been addressed.

a) The Impact on the Character of the Listed Buildings

In determining applications for listed building consent, the Development Plan is not a statutory test. However the policies of the Local Development Plan (LDP) inform the assessment of the proposals and are a material consideration.

Policy Env 4 of the LDP states that alterations to listed buildings will be permitted where these alterations are justified and where there is no diminution of the building's interest. The Guidance on Listed Buildings and Conservation Areas presumes against any alterations that would seriously detract from the character of the listed building.

The proposed works are all in inconspicuous locations. The cut-away in the roof valley will not be able to be viewed from the street or the rear. The additional rooflight to the front of the building will not be seen from the street owing to the height of the parapet. Furthermore, the applicant argues that the roof was substantially repaired in the 1980s and that the structure is not original. However, part of the essential character of the listed building is formed by the characteristic M profile roof. Cutting away part of the roof would substantially change this characteristic roof profile and would introduce an incongruous feature in the roofscape which would diminish the building's special interest.

The Guidance on Listed Buildings and Conservation Areas states that *the roof, which includes parapets, skews, chimney heads and chimney pots, is an important feature of a building. The retention of original structure, shape, pitch, cladding (particularly colour, weight, texture and origin of slate and ridge material) and ornament is important.*

The proposals will not retain the original shape of the roof and the large area of glazing will introduce an uncharacteristic material and texture to the roof finish.

The introduction of two additional rooflights will not be visible from the street. However four rooflights would be uncharacteristic and the balance between slated roof and glass would become disproportionate, changing the fundamental character of the roofscape.

Although the proposed works will not be visible from the street or the rear gardens, the proposed works would introduce an uncharacteristic element that would be to the detriment of the character of the building and its special interest.

The proposals are not justified, as the alterations will not sustain or enhance the beneficial use of house as a dwelling and the successful use of the house will work without this alteration. The building is not under threat. The proposals will adversely affect the special interest of the building.

Comments have made reference to the quality and innovation of the proposed design and this is not disputed. However the design does not override the more statutory requirement to assess whether the proposals preserve the special interest of the building and its setting.

The proposals do not have special regard to the desirability of preserving the building or its setting and adversely affect its roof which is a feature of special architectural and historic interest.

b) The Impact on the Character and Appearance of the Conservation Area

The New Town Conservation Area Character Appraisal (NTCACA) notes that:

Most roofs in the First New Town are steeply pitched, with a high central ridge. Roofs in later developments were more likely to have two parallel ridges making a double-pitched 'M' profile roof with a central leaded platt.... The roofs are covered with graded slate with lead flashings leading to parapet or valley gutters. and that the overwhelming retention of buildings in their original design form, allied to the standard format of residential buildings, strongly contributes to the character of the area.

Policy Env 6 presumes against development that does not preserve or enhance the special character and appearance of the conservation area or that is inconsistent with the conservation area character appraisal.

The form of roof is characteristic of this part of the conservation area. Aerial views show the dominance of M profile roofs in this area with a glazed cupola over the stair. The NTCACA notes the significance of the roof forms and the slate finish. The Guidance on Listed Buildings and Conservation Areas, with respect to the installation of solar panels, states that *in the New Town Conservation Area and World Heritage Site, aerial views will also be considered*. Although the proposal is not for solar panels, the large area of flat reflective glazing, that is dissimilar to the traditional faceted cupolas, would introduce an uncharacteristic feature that could be seen in photographic images from above. The proposals will have no impact on the appearance of the conservation area as viewed from the ground but will have an impact on aerial views of the New Town. The change to the form of the roof will alter the character of the area and will be inconsistent with features identified in the NTCACA.

The proposals will not preserve nor enhance the character or appearance of the conservation area.

c) Equalities and Human Rights Issues

The application has been assessed in terms of equalities and human rights. No adverse impacts were identified.

d) Public Comments

Material objections

- The integrity and character of the range of buildings will be eroded. This is addressed in Sections 3.3a) and b).
- The loss of structure, shape, pitch and cladding is contrary to Env 4. This is addressed in Sections 3.3a) and b).
- Loss of original fabric. This is addressed in Sections 3.3a).

Material reasons for support

- The proposals will not be visible and will not alter the character of the area. This is addressed in Sections 3.3a) and b).
- The design is interesting and of good quality. This is addressed in Section 3.3a).

- The proposals are sympathetic to the building. This is addressed in Section 3.3a).

Community Council Comments

There have been no comments from the community council.

Conclusion

In conclusion, the proposals do not have special regard to the desirability of preserving the building or its setting and adversely affect its roof which is a feature of special architectural and historic interest. The proposals will neither preserve nor enhance the character or appearance of the conservation area.

It is recommended that this application be Refused for the reasons below.

3.4 Conditions/reasons/informatives

Reasons:-

1. The proposals do not have special regard to the desirability of preserving the building or its setting and adversely affect its roof which is a feature of special architectural and historic interest. The proposals will neither preserve nor enhance the character or appearance of the conservation area.
2. The proposals are contrary to non-statutory guidance on Listed Buildings and Conservation Areas as the proposals do not retain the original shape, pitch and cladding of the existing structure.

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

The application was advertised on 10 August 2018.

There have been 27 letters of representation which include one letter of objection from the Architectural Heritage Society of Scotland and 24 material letters of support from neighbours and members of the public. Two non-material letters of support were submitted that gave no reason for supporting the proposals,

A full assessment of the representations can be found in the main report in the Assessment section.

Background reading/external references

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

Statutory Development

Plan Provision

The site is located within the urban area as identified by the Local Development Plan.

Date registered

30 July 2018

Drawing numbers/Scheme

1-3,

Scheme 1

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

Contact: Barbara Stuart, Senior Planning Officer

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Links - Policies

Relevant Policies:

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.

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.

Other Relevant policy guidance

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

Appendix 1

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Consultations

Historic Environment Scotland

Our Advice

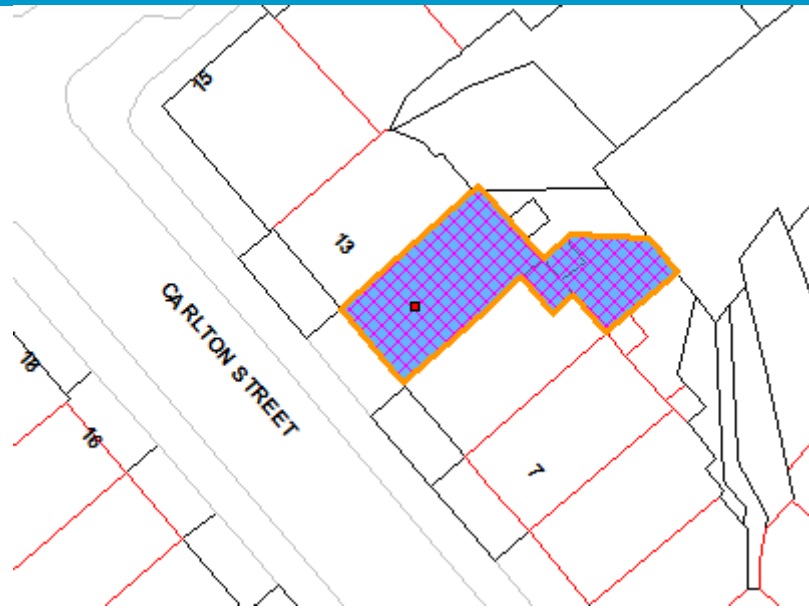
We have considered the information received and do not have any comments to make on the proposals. Our decision not to provide comments should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on listed building consent, 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 on our Technical Conservation website at <https://www.engineshed.org/>.

Location Plan



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