

# Development Management Sub Committee

Wednesday 24 October 2018

**Application for Listed Building Consent 18/03273/LBC  
At 37 - 38, 39 St Andrew Square, Edinburgh, EH2 2AD  
Internal and external alterations to including rear extensions  
replacing existing two-storey 1960s office extension,  
alteration of boundary wall and curtilage building.**

<b>Item number</b>	7.3(b)
<b>Report number</b>	
<b>Wards</b>	B11 - City Centre

## Summary

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The proposals have special regard to the desirability of preserving the building and its setting and any features of special architectural or historic interest it possesses and are acceptable.

## Links

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

# Report

## **Application for Listed Building Consent 18/03273/LBC At 37 - 38, 39 St Andrew Square, Edinburgh, EH2 2AD Internal and external alterations to including rear extensions replacing existing two-storey 1960s office extension, alteration of boundary wall and curtilage building.**

### **Recommendations**

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

### **Background**

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#### **2.1 Site description**

The application relates to a three-storey and basement, classical style, ashlar sandstone former house by John Young, after James Craig, dating from 1781, with internal alterations and rear additions. The exterior features large Ionic columns to the ground and first floors and the interior is relatively plainly detailed with later alterations.

The building is category A listed (reference 29706 listed on 13 April 1965).

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

#### **2.2 Site History**

14 March 1996 - listed building consent granted for internal alterations, external fabric repairs and replacement of air conditioning plant (application reference 96/00024/LBC).

#### **Related Planning History**

10 February 2016 - listed building consent granted for internal alterations to former bank building, alterations to windows to form doors on south and east elevations and erection of roof extension at Nos. 41 - 42 St Andrew Square (application reference 15/02782/LBC).

### **Main report**

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#### **3.1 Description Of The Proposal**

The application is for external and internal alterations to form a 33-bedroom hotel with ancillary bars, restaurants, meeting rooms, retail and commercial units within this building and the adjoining building at Nos. 38-39 St Andrew Square.

The proposed alterations to Nos. 38-39 are the subject of associated application reference 18/03274/LBC.

The proposed alterations to No. 37 are summarised as follows:

### **External Alterations**

- demolish the existing modern single-storey and basement structure and ashlar sandstone wall to the rear of no. 37;
- erect a traditional-form, three-storey, full width, ashlar sandstone faced extension to the rear of no. 37 with timber-framed, sash and case windows, a slate roof and zinc-clad dormers;
- erect a contemporary-style, single storey and basement structure, housing bedrooms, dining and kitchen spaces, to the rear of the new three-storey extension finished in bronze cladding panels with metal-framed windows;
- erect a new rubble sandstone wall with black painted steel railings above in front of the new single-storey extension;
- form two timber panelled entrance doors with external stone steps (one accessible entrance) from two existing ground level windows on the principal (west) elevation and convert the existing entrance door to a window;
- reduce the height of the five existing first floor windows on the west elevation to their original height and install timber-framed, six-over-six, sash and case windows in these openings and in the three remaining window openings at ground floor level;

### **Internal Alterations**

- remove substantial parts of the internal structure, including the existing 19th century stair;
- install a new stair and lift in the south side of the building to access all floors.

### **Supporting Documents**

The following key documents have been submitted in support of the application and are available to view on the Planning and Building Standards Online Services:

- Planning Statement;
- Townscape and Visual Appraisal;
- Heritage Statement;
- Conservation Plan;
- Structural Condition Report;
- Structural Design Statement; and

- Archaeological Desk-Based Assessment.

### **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 preserve the character of the listed buildings;
- b) the proposals preserve or enhance the character or appearance of the conservation area;
- c) any impacts on equalities or human rights are acceptable; and
- d) public comments have been addressed.

#### **a) Character of Listed Building and Character**

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

LDP Policy Env 4 permits proposals to alter or extend a listed building where the alterations or extensions are justified; there will be no unnecessary damage to the building's historic structure or diminution of its interest; and any additions are in keeping with other parts of the building.

## **External Alterations**

The elevations of this building date predominantly from the 1780s, with subsequent alterations. This building was originally designed as a mirror building to No. 35 St Andrew Square to form a framed entrance court to Dundas House. However, although the principal (west) elevation almost matches that of No. 35 with some later alterations, the side (north) elevation is relatively plainly detailed and only three-bay compared to the elaborately detailed six-bay elevation of the facing elevation of No. 35. The proposed removal of the existing flat-roofed, low-lying extension to the rear of No. 37, along with the existing over-scaled and non-original boundary wall and erection of a three-bay extension to match the general form and proportions of the equivalent part of No. 35 is a significant conservation gain. The proposed architectural detailing picks up on the key divisions and rhythms of the first three side bays of both buildings whilst being a distinctive 21st century addition. Given the fact that the side elevations of Nos. 35 and 37 do not match, a recreation of side elevation of No. 35 would be inappropriate. The demolition of part of the existing rear (east) elevation to connect the new extension successfully with the remainder of the building is an acceptable compromise, given that this elevation has been altered and is relatively utilitarian.

The proposed single-storey and basement, contemporary style extension to the rear of the new three-storey addition is a high-quality, complementary feature which will complete the side elevation without obscuring the banking hall windows of Nos. 38-39 to any significant extent. This elevation is visually disjointed at present and the proposed low-lying extension and rubble sandstone boundary wall with a simple metal railing above will provide a fitting terminal block. The use of rubble for the new wall, rather than ashlar, is acceptable in this context where the wall has been designed to mimic an original rubble garden wall of the First New Town.

The original door and window openings of the principal (west) elevation of the building have been altered in the past and the proposed arrangement will provide appropriately detailed entrance doors whilst incorporating an accessible entrance directly into the reception area of No. 37. This comprises a stone-faced stair that automatically recesses to enable entrance via a platform lift. A single entrance door in a symmetrical position would not work in terms of accessible access and the proposed arrangement is an acceptable compromise, given the level of conservation gain elsewhere.

The reinstatement of the original window proportions and installation of sash and case windows to match the original six-over-six pattern is a conservation gain which will restore a significant element of the symmetrical detailing of Nos. 35 and 37.

## **Internal Alterations**

The proposed internal alterations involve the removal of a substantial amount of the existing internal fabric. However, the original 1780s interior has been altered several times, including the plan form, floor levels and ceiling heights and there is no identifiable phase or any significant spaces or architectural detailing, with the exception of the main stair. This mid-nineteenth century stair dates to Bryce's alterations and was not a sensitive addition at the time in terms of the original townhouse character as it altered the plan form, truncated existing decorative cornices and cut across windows. The removal of this feature is therefore acceptable and the stair will be recorded prior to removal.

Extensive fabric repairs will be carried out in traditional matching materials and these are shown on detailed drawings. Also, a condition has been applied requiring an detailed programme of historic building recording prior to and during alteration work.

The proposed alterations and extensions are therefore justified and will cause no unnecessary damage to the building's historic structure or diminution of its interest, in accordance with LDP Policy Env 4. The proposals have special regard to the desirability of preserving the building and its setting and the special features of historic and architectural interest that it possesses.

## **b) Character and Appearance of Conservation Area**

LDP Policy Env 6 permits development within a conservation area which preserves or enhances the special character or appearance of the conservation area and is consistent with the relevant conservation area character appraisal.

The New Town Conservation Area Character Appraisal identifies the key characteristics of the First New Town as:

- *Georgian and early Victorian rectilinear development of grand formal streets lined by fine terraced building expressing neo-classical order, regularity, symmetry, rigid geometry, and a hierarchical arrangement of buildings and spaces with controlled vistas and planned views;*
- *the important feature of terminated vistas within the grid layouts and the long distance views across and out of the conservation area.*

The external alterations proposed will not alter the essential hierarchical urban plan form of the First New Town nor interfere with its important vistas and views. The scale, form, design and materials of the proposed extensions are in keeping with the regularity and geometric forms of buildings within the First New Town.

The character and appearance of St Andrew Square will be enhanced by bringing these important category A listed buildings back into a sustainable and viable use. The associated extensions and external alterations are sensitive to the historic environment and involve a degree of conservation gain.

The proposals will therefore preserve and enhance the character and appearance of the conservation area, in compliance with LDP Policy Env 6.

## **c) Equalities and Human Rights**

The development respects the provisions of the Equality Act 2010 by including accessible access to all floors of the buildings.

## **d) Public Comments**

### **Material Objections**

- the three-storey extension to No. 37 should follow the architectural style and detailing of the extension on 35 St Andrew Square - this has been addressed in section 3.3 a).
- prefer to see just one entrance door centred in the middle bay in order to maintain symmetry - this has been addressed in section 3.3 a).
- the stone wall at the Garden Pavilion should be built in ashlar rather than rubble, which would be in keeping with the surrounding buildings - this has been addressed in section 3.3 a).
- the basement courtyards of No. 37 should be paved in natural stone flags rather than setts - this has been addressed in a condition requiring stone flags in this location.

The other objections relate to the associated alterations to No. 38-39 St Andrew Square.

### **Supporting Comments**

- important listed buildings will be brought back into sustainable use.

### **Conclusion**

The proposals have special regard to the desirability of preserving the building and its setting and any features of special architectural or historic interest it possesses and are acceptable.

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

### **3.4 Conditions/reasons/informatives**

#### **Conditions:-**

1. A detailed programme of historic building recording (annotated plans and elevations, photographic and written description and analysis) shall be undertaken prior to and during alteration work. The findings shall be submitted to an approved in writing by the planning authority.
2. 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.
3. The basement forecourts of 37 St Andrew Square shall be surfaced in natural sandstone flags, notwithstanding the proposed setts shown on drawing No. 170274(D)303 - Site Plan as Proposed, prior to the hotel use being effected.

## **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.
3. 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**

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### **4.1 The financial impact has been assessed as follows:**

There are no financial implications to the Council.

## **Risk, Policy, compliance and governance impact**

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

## **Equalities impact**

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### **6.1 The equalities impact has been assessed as follows:**

This application was assessed in terms of equalities and human rights. The impacts are identified in the Assessment section of the main report.

## **Sustainability impact**

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### **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**

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### **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 20 July 2018. A total of seven representations were received comprising two objections, one from the Architectural Heritage Society of Scotland Association, and five supporting comments.



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

## **Background reading/external references**

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- 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 City Centre as defined in the Edinburgh Local Development Plan.

### **Date registered**

2 July 2018

### **Drawing numbers/Scheme**

01 - 16, 17A - 22A + 23 - 61,

Scheme 1

## **David R. Leslie**

Chief Planning Officer

PLACE

The City of Edinburgh Council

Contact: Clare Macdonald, Senior Planning Officer

E-mail:clare.macdonald@edinburgh.gov.uk Tel:0131 529 6121

## **Links - Policies**

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### **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.

**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

## **Application for Listed Building Consent 18/03273/LBC At 37 - 38, 39 St Andrew Square, Edinburgh, EH2 2AD Internal and external alterations to including rear extensions replacing existing two-storey 1960s office extension, alteration of boundary wall and curtilage building.**

### **Consultations**

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#### **Historic Environment Scotland**

*This listed building consent (LBC) application concerns alterations to No. 37 St Andrew Square to enable change of use from office to hotel, including replacement of the existing two-storey 1960s extension. A separate LBC application (18/03274/LBC) has been submitted for the adjacent Nos. 38-39 St Andrew Square. While both applications are clearly linked and share the same supporting information, we have focused these comments on the proposals for No. 37.*

*No. 37 is a near symmetrical 3-storey and basement former classical townhouse on a corner site with the forecourt of Dundas House, of which it acts as a pavilion. It was designed by John Young in 1781 (after James Craig who designed the corresponding pavilion to the north) with further alterations / additions by William Burn in 1823, David Bryce in 1847-51 and later 20th century, much of which is associated with its occupation by The British Linen Company. No. 37 is important as a surviving original townhouse (externally). The interior has seen a number of phases of more radical alteration by comparison.*

*These proposals, incorporating both No. 37 and Nos. 38-39 St Andrew Square, would have the benefit in bringing back into use two highly significant and visible Category A-listed buildings. This would include retention as a single space the former banking hall at Nos. 38-39. Looking at the individual components of the proposals for No. 37 we have the following comments to make.*

#### *Internal Alterations*

*The internal alterations proposed are arguably substantial. However, we maintain our view that the interior of the building is generally of lesser significance, due to the number of previous phases of alteration, and we can see the rationale of locating the majority of bedroom accommodation in No. 37. Our preference has been for the retention of the mid-nineteenth century staircase. However, we accept that retention would have practical implication for the location of the bedrooms, which we recognise are a critical component of the proposals for the applicant. We would also be more supportive if the remaining staircases of importance throughout the development are retained. We therefore note that an original staircase in Nos. 38-39 would be removed and we will provide comment on this via the adjacent application.*

## *New Access Arrangements*

*We are content with relocating the main St Andrew Square entrance as we acknowledge this has been changed multiple times over the years, and is not currently in its original location. Ideally, as we previously expressed, we would prefer to see an arrangement that only requires a single door for all access requirements, which would also be DDA compliant, rather than introducing two new entrance doors as proposed.*

*We encouraged at pre-application the exploration of options to improve access arrangements with the aim of trying to avoid the two door solution. While we don't see a detailed discussion in the supporting information on alternatives, we note page 96 of the Design and Access Statement does provide two options for how the DDA compliant entrance could be detailed. If your Council is content with the principle of two new entrances, we would suggest option 1 - what is being called an 'Invisible lift' as it transforms external stone stairs into a lift - would be more sensitive to the character of the building and have a neater finish at street level. We would suggest your Council may wish to seek more details on this to ensure the quality of its design.*

*In looking more generally at the external alterations on the St Andrew Square elevation, we recognise the reinstatement of the first floor windows to their original form and detail is an improvement.*

## *Extension*

*We are content with removal of the twentieth century extension spanning No. 37 and the original Messenger's House. The proposed three-storey replacement, joining No. 37, would significantly enlarge the listed building, but we are satisfied that it would not have a significant detrimental impact on the listed building.*

*We also consider the pavilion extension - linking the three-storey element to the Messenger's House - likewise would not have a significant impact. Indeed, it could be argued to be an improvement on the existing (modern) high boundary wall at this location.*

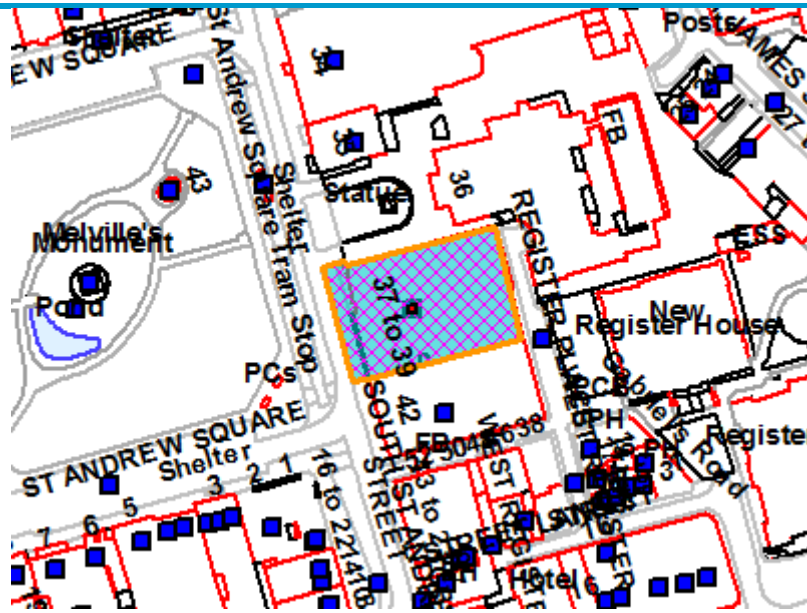
## *Conclusion*

*The alterations to No. 37 St Andrew Square, both internal and external, are arguably extensive and not something we would generally promote on a Category A-listed former townhouse. However, given the history of alterations, especially internally, we are satisfied with the approach to focus most of the more substantial alterations here, especially if this allows a lighter touch on the adjacent No. 38 & 39 St Andrew Square.*

*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.*

## Location Plan

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