Development Management Sub Committee

Wednesday 6 February 2019

Application for Listed Building Consent 18/02723/LBC At Royal Hospital For Sick Children, 9 Sciennes Road, Edinburgh

Internal and external alterations of Category C-listed Nos. 11-21 (inclusive) Millerfield Place to convert to residential use including rear extensions; minor alteration, including sensitive reinstatement and repair of garden boundary walls.

Item number 6.1(e)

Report number

Wards B15 - Southside/Newington

Summary

The proposals for the restoration of this group of listed buildings and their restoration and conversion to their original use, safeguards the character and special interest of this listed building and enhances its setting, in compliance with relevant development plan policies and the Council's non statutory guidance. Furthermore, the proposals are found to safeguard and enhance the character and appearance of the Marchmont, Meadows and Bruntsfield Conservation Area and are consistent with the Conservation Area Character Appraisal, by ensuring that the existing, primary elevation retains its uniform design and strong presence on this street frontage.

Links

Policies and guidance for this application

LDPP, LEN03, LEN04, LEN06, NSLBCA, NSHOU, CRPMAR.

Report

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Recommendations

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

Background

2.1 Site description

The site is approximately 1.72 hectares in area. It lies to the south of the Meadows, and is bounded by Sciennes Road, Sylvan Place, Rillbank Crescent, and Millerfield Place.

The site is currently occupied by a variety of buildings which make up the accommodation for the Royal Hospital for Sick Children. The main hospital building is a Category B listed building (LB30480, listing date 15/01/92), built in 1892-95, designed by George Washington Browne. The building is formed in a U-shaped block framing a courtyard area, with the principal elevation addressing Sciennes Road to the south. The central administrative block extends to four storeys in height and the two symmetrical ward wings are three storeys in height.

The hospital building has been altered over the years and has lost significant external detailing. It has had several additions made to it and new linkages between buildings provided.

To the north east is a mortuary chapel, also designed by George Washington Browne (1895) built at the same time as the main hospital building. This building is Category A listed (LB52347, listing date 26 May 2015) and contains the first complete mural scheme by Phoebe Traquair, one of only three in Scotland. The mortuary chapel building was extended in footprint (1904) and height by an additional storey (1931).

A pharmacy store building is located to the immediate east of the main hospital building, adjoining the boundary with Sciennes Primary School. This is a single storey building with pitched slate roof, and is likely to have been built in the late 19th century.

Hospital related uses expanded into surrounding terraced villas located on Rillbank Terrace (both sides) and Millerfield Place (west side) during the 20th century, and several properties have been extended to the rear to provide additional accommodation. There have been further additions of modular buildings to the rear of Rillbank Terrace/ Millerfield Place, which result in a dense and somewhat cluttered built environment within this part of the site.

To the south of the site is Sciennes Road, along which a strip of open space is located along the southern edge, used in part by Sciennes Primary School as outdoor play space. Detached residential properties back onto Sciennes Road, and this residential character extends into the Grange neighbourhood of the city to the south of the site. 15 and 17 Hatton Place is a residential dwelling located to the immediate south of the open space strip, and is a category C listed semi-detached property (LB30339, listing date 15 January 1992). The rear elevation of this building is located opposite the main hospital building.

The north of the site is bounded by Rillbank Terrace which runs parallel to Melville Drive, separated by a strip of grassy open space within which mature trees are situated. The extensive open space of the Meadows lies beyond Melville Drive, giving the northern edge of the site an open aspect, punctuated by the mature trees.

The east of the site is bounded by Millerfield Place which comprises a row of Category C listed terraced properties (LB30455, listing date 15 January 1992) which are in private residential use, and the Category B listed Sciennes Primary School (LB30479, listing date 15 January 1992).

The west of the site is bounded by Sylvan Place, which contains a mix of tenement and terraced residential properties. Several terraced residential properties (Nos 1-5 Sylvan Place, to the northern end (west side) of Sylvan Place and Nos. 1-7 Fingal Place are Category B listed (LB30483, LB30484 and LB30371, listing date for all groupings 14 December 1970).

The wider surrounding area is predominantly residential in character, comprising a mixture of tenements and terraced properties to the north of Sciennes Road, and less dense, detached residential properties to the south of Sciennes Road. Marchmont local centre is located approximately 100m to the west of the site boundary and contains a mix of retail and commercial uses at the ground floor levels of tenement buildings.

There are a total of 28 trees present on the site currently, which are varying in quality and condition.

Access into the site at present is located via Rillbank Terrace to the north, Sciennes Road to the south and Sylvan Place to the west.

This application site is located within the Marchmont, Meadows and Bruntsfield Conservation Area.

2.2 Site History

13 June 2018 - Planning application submitted for mixed use development comprising residential (8 houses and 118 flats), student accommodation 323 beds, communal space, cycle/car parking provision, public realm enhancements, associated works and infrastructure. Development involves partial demolition of existing buildings, erection of new buildings and change of use/conversion of retained buildings. This application currently pending determination. (Application reference 18/02719/FUL).

13 June 2018 - Application for listed Building Consent submitted for Internal and external alteration to Category B-listed main hospital building to convert to residential use; removal of 20th century extensions, with associated fabric repairs and reinstatement; alteration to boundary wall to form public realm; alteration of former curtilage Pharmacy Store to convert to residential use. This application is pending determination. (Application reference 18/02722/LBC).

20 June 2018 - Application for Conservation Area Consent submitted for substantial demolition in a Conservation Area, including all hospital buildings on the east side of Sylvan Place, including the former outpatients building, 1 Rill bank Place, as well as ancillary, standalone buildings, extensions and outbuildings, to the rear of properties on Millerfield Place. This application is currently pending determination. (Application reference 18/02720/CON).

20 June 2018 - Application for Listed Building Consent submitted for Internal and external alteration to Category A- listed Mortuary Chapel building to convert to public and residential use; conservation and repair of murals in situ; removal of 20th century hospital extensions with associated fabric repairs and reinstatement, currently pending determination. (Application reference 18/02725/LBC).

Main report

3.1 Description Of The Proposal

It is proposed to convert the existing (category 'C' listed) townhouses and tenement building on the west side of Millerfield Place from hospital use to residential use. The proposed alterations include the reinstatement of these properties to provide eight, four and five bedroom townhouses at the original terraced dwelling houses and one to four bedroom sized apartments at the tenement block.

The proposals require some reconfiguration of the existing floor plans. At ground floor level, this mainly relate to the downtaking of the wall between the kitchens and adjoining, rear facing rooms, to form an open plan kitchen and living space.

The erection of identical, ground floor, rear extensions, on all townhouses is also proposed. This will necessitate the removal of all existing extensions in the rear curtilage areas and the remaining, offshoot buildings on this terrace. The removal of the original pair of windows (where present) and a section of the external wall on the existing rear elevations, is also proposed, in order to form new openings to these extensions. One new window is to be installed adjacent to each of the proposed extensions.

The proposed extensions which are 5.3 metres wide and 3.7 metres deep have a flat roof and have a mainly glazed, contemporary style form. One additional roof light is further proposed on the rear facing roof plane of each property. This roof light which is approximately 1.3 metres wide and 0.6 metres deep, is located the same distance from the existing ridgeline as the smaller, traditional style roof lights on these parts of the building.

The proposals also provide for the removal of two existing doors and one small window on the rear elevation of the tenement building and replacement with two sets of patio doors.

The proposals further provide for the replacement of existing, timber double glazed windows, where necessary, to match those on the existing buildings.

Other minor alterations are proposed, including the reinstatement and repair of existing garden boundary walls.

Supporting Information

The following documents have been provided in support of the application;

- Planning Statement;
- Heritage Statement; and
- Design and Access Statement.

These documents are available to view on the Planning and Building Standards Online Service.

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.

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.

3.3 Assessment

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

- a) The proposals will impact on the character and special interest of the listed building;
- b) The proposals will safeguard the setting of the listed building;

- c) The proposals will preserve or enhance the character or appearance of the conservation area;
- d) Any impacts of equalities and human rights have been addressed; and
- e) Any comments raised have been addressed.

a) The Impact on the Character and Special Interest 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.

Historic Environment Scotland (HES) guidance 'Managing Change in the Historic Environment: Extensions' states that:

'Extensions to listed buildings must protect the character and appearance of the building and should be subordinate in scale and form; located on a secondary elevation and designed in a high quality manner, using appropriate materials.'

The Council's non statutory guidance on Listed Buildings and Conservation Areas (LBCA) advises that: 'Extensions should not normally exceed 50% of the width of any elevation.'

The proposed extensions occupy approximately 70% of the width of the rear elevation at each of these properties, which exceeds the Council's guidance. However, they have a relatively low profile and light weight form, and are otherwise suitably subservient in appearance on this relatively enclosed, secondary elevation.

Their contemporary appearance accords with the Council's guidance on LBCA, which states that it is usually acceptable for an addition to be different and distinguishable from the existing building, in terms of its design. The proposed use of glazing as the main facing material will ensure that the extension is readily understood as an addition to the original building, with the main building clearly retaining its dominance. Overall the form and design of these buildings is considered in keeping with relevant Council guidance and has no significant impact on the character and special interest of the listed buildings.

The alterations to the rear result in the loss of the original offshoot buildings and the more modern extensions. There is no consistent pattern within these rear areas and the modern incongrous extensions dominate and detract from the character of this listed building. The removal of the original offshoot buildings has to be considered in the context of the overall redevelopment of the properties. The extensions bring together a number of positive alterations to allow the properties to return to residential use. This is a significant conservation gain. Overall the alterations and extensions to the rear will re-establish a regular pattern of development on this terraced elevation.

Window Alterations

The HES guidance note on 'Managing Change in the Historic Environment: Windows' states that where the location of new windows are appropriate in principle, the design must take account of the size, proportion, materials and detailing of the surrounding windows. It further advises that in general, replacement windows should seek to match the original windows in design, form, method of opening and materials.

There are no specifications included for the proposed new windows next to the extensions on the rear elevation, the two sets of patio doors on the rear elevation of the tenement building, or the roof lights to be installed on the rear facing roof plane.

The proposed patio doors are modern in appearance and contrast with that of the existing traditional style windows on this elevation. However, they are situated at basement level, where their visibility will be limited. Their impact on the character of the building is therefore relatively minor.

The height of the proposed roof lights on the rear facing roof plane aligns with those of the existing roof lights and is close to the ridgeline. However, their width is considerably in excess of the adjacent roof lights. It would be expected that the proposed roof lights incorporate conservation style, flush fixings, in order to ensure that they do not appear as overly obtrusive features on the listed building group.

Full details will be required by condition, in the form of detailed drawings and specifications, to ensure that the design and materials used and means of opening are suitable for these locations. Details will also be required by means of planning condition of the proposals for the treatment of the window surround and reinstatement of stonework on the surrounding facade, in order to ensure that these alterations are carried out in a sensitive manner.

The proposals further include provision for the replacement of existing windows, where necessary on the building. A condition is therefore necessary, requiring that an inspection is carried out, prior to the commencement of new development, to assess and record the condition of existing windows on the building. The results of this survey should provide sufficient evidence of those which are identified as beyond repair and requiring suitable replacement. A further condition, requiring full details of all proposed replacement windows is necessary, to ensure that they are a suitable match for those to be replaced. Where any such replacement windows are installed, only slim profile, double glazing will be acceptable, in accordance with the Council's relevant non statutory guidance.

Boundary Walls

Historic Environment Scotland's guidance note: Managing Change in the Historic Environment: External Walls recognises that external walls are an important element in defining the character of a historic building. The design, materials and methods of construction, including colour, texture and finish of stone work all contribute to its character.

The proposals include a scheme for the restoration and repair of the rear boundary wall, which is included within the listed building schedule for these buildings. However, no details have been submitted for the proposed restoration scheme, other than an indication that some minor openings will be required for access provision. A condition will therefore be necessary requiring full details of the areas to be repaired or replaced and specifications for the proposed replacement stonework and jointing, as well as other alterations, to ensure that this scheme is carried out in a suitable manner.

Internal Works

As noted in the representations, there is only limited information available at this stage regarding the proposed internal alterations. Although existing and proposed floor plans are available, the applicants have advised that it was not possible to carry out a full survey of these building interior while they are in use for hospital related purposes. As a result, it has not been possible to establish the full extent of original features retained within the buildings and plan for their potential restoration at this stage. A condition will therefore be necessary, requiring the undertaking of a detailed survey of the building interior, to record all significant architectural or decorative features found and proposals for their restoration and repair, where relevant, including the reinstatement of any missing parts, as appropriate. The results of this survey and the associated restoration scheme will require to be approved by the Planning Authority.

The proposed layout will result in the downtaking of some internal walls, in order to adapt this building to residential use. However, these proposals which include the removal of the wall between the kitchen and rear living room, do not affect any of the principal, front facing rooms. As a result they will safeguard these important aspects of the building's character and special interest, in accordance with the Council's LBCA guidance on such alterations.

It is acknowledged that the proposed scheme of conversion and restoration of these listed buildings will affect some aspects of their character and special interest. However, it is accepted that these changes are justifiable, given the significant benefits of returning of these listed buildings to the use for which they were designed. The proposals will not result in any detrimental impacts to their principal façades or overall architectural integrity, as a group, which are important components of the buildings' special interest. Accordingly, the proposals are considered in compliance with the provisions of LDP policy Env 4.

The proposals also accord with the overall provisions of the Council's non statutory guidance on LBCA, as they safeguard the overall character of the listed buildings and result in no significant damage. Conditions will be attached, were necessary to ensure that the detailed proposals are carried out in a suitably sensitive manner.

b) Impact on the setting of the Listed Building

LDP Policy Env 3 states that development within the curtilage or affecting the setting of a listed building will only be permitted if not detrimental to the architectural character, appearance or historic interest of the building or its setting.

Historic Environment Scotland's document 'Managing Change in the Historic Environment: Setting' defines setting as 'the way the surroundings of a historic asset or place contributes to how it is understood, appreciated and experienced'. Contributory factors can include views to, from and across or beyond the historic asset and key vistas that give the historic asset a context.

The main setting of these listed terraced properties includes their immediate curtilage, including back and front garden grounds. At present the rear garden grounds are largely occupied by an incongruous collection of extensions used for hospital related purposes. The removal of these unsympathetic additions and replacement with more domestic, scaled rear extensions and return of the remaining space to gardens will benefit the setting of these dwelling houses, as will the proposals for the restoration of the original boundary wall.

The proposed landscape scheme, which is addressed in the report on planning application reference 18/02719/FUL, allows for the replanting of a number of trees in this area thus addressing this aspect of the site's setting. The low profile form of proposed extensions to the rear of the buildings will have no impact on their main frontages, or unity as a group, on the street frontage. Furthermore, the proposals which do not affect the frontage of this terrace, will not impact on current views to and from this terrace over the Meadows

In conclusion it is considered that the proposals safeguard and enhance the setting of this listed building, in compliance with the provisions of LDP policy Env 3 (listed Buildings - Setting).

c) Impact on the setting of the Conservation Area

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

The Marchmont, Meadows and Bruntsfield Conservation Area Character Appraisal identifies the essential architectural character of the Marchmont area as well-proportioned tenements planning in long blocks that take advantage of the gently sloping site. Scots Baronial style is noted as the principal architectural style, and tenemental front gardens provide setting to buildings. The area is characterised by Victorian and Georgian tenemental perimeter blocks that are of uniform height, massing and use of stone and slated roofs. There is a predominance of residential uses within the area, and the mature landscape of the Meadows and Bruntsfield Links with its rich historical background forms the core of the Conservation Area. The main RHSC building is identified as a focal point within the Conservation Area.

The return of these properties to domestic use will re-inforce the mainly residential character of this part of the Conservation Area. The proposals will allow for the principal elevations of these listed properties, to remain in their original form and continue to provide a uniform, stone built facade on this street frontage, thereby ensuring that this important characteristic of the streetscape is safeguarded. The proposed rear extensions, which are low profile in form and at a relatively secluded location, will not impact on the view from the public street.

The reinstatement of former garden areas to the front and rear gardens of this terrace will enhance with the character of the Victorian terraces within the conservation area.

The proposals to restore the original low boundary walls will enhance the character and appearance of the Conservation Area. However, further details, including enlarged drawings showing extent of downtakings and replacement stonework will be required by planning condition to ensure that this element of the proposals is carried out in a sensitive manner.

In conclusion, the proposals will both preserve and enhance the special character and appearance of the Marchmont, Meadows and Bruntsfield Conservation Area, by safeguarding the character and enhancing the setting of this listed, building, which is recognised as an important landmark building. In so doing, they accord with the relevant provisions of LDP policy Env 6.

d) Equalities and Human Rights

An Equalities and Human Rights Impact assessment was carried out in relation to the proposals subject to the relevant planning application site covering the overall redevelopment proposals covering the hospital grounds (reference 18/02719/FUL). The findings are summarised in the report to committee on that application.

e) Public Comments

Material Objections

- Internal features of buildings have not been properly surveyed or assessed this is addressed in section 3.3(a).
- Objection to the extent listed building fabric to be removed in the construction of proposed extensions - this is addressed in section 3.3(a).
- Proposals have a lack of sensitivity to the surrounding built environment this is addressed in section 3.3(a).
- Lack of thorough assessment of the interiors, to allow for the proposals to be properly assessed - this issue is addressed in paragraph 3.3(a).
- Objection to massing and width of proposed extensions this is addressed in section 3.3(a).
- Lack of information on proposed boundary walls which are proposed for restoration - this issue is addressed in paragraph 3.3(b).

Material Comments in Support

Support for the conversion of these properties back to residential use.

Non-Material Comments

- Issues relating to parking provision and public realm on Sciennes Road these matters which are not relevant to the listed building application, are addressed in the report to committee on planning application reference 18/02719/FUL.
- Lack of affordable housing for families this matter which is not material to listed building application is addressed in the report to committee on planning application reference 18/02719/FUL.

Lack of sufficient garden space.

Conclusion

The proposals for the restoration of this group of listed buildings and their restoration and conversion to their original use, safeguards the character and special interest of this listed building and enhances its setting, in compliance with relevant development plan policies and the Council's non statutory guidance. Furthermore, the proposals are found to safeguard and enhance the character and appearance of the Marchmont, Meadows and Bruntsfield Conservation Area and are consistent with the Conservation Area Character Appraisal, by ensuring that the existing, primary elevation retains its uniform design and strong presence on this street frontage.

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

3.4 Conditions/reasons/informatives Conditions:-

- 1. Upon vacant possession of the buildings, a detailed survey shall be undertaken of the building interior, or any areas to be exposed as a result of the approved scheme, to assess and record all features of architectural or historic interest found and; proposals for any mitigation measures to be undertaken, including the repair, and/or retention of any such features within the finalised layout proposals. The results of this survey shall be submitted in a report to the Planning Authority, to include detailed plans of the building interior, showing any modifications proposed, as a result of the proposed findings.
- 2. The existing stonework shall be repaired, and missing sections replaced, using natural stone chosen to match the existing stonework.
- 3. Prior to commencement of works hereby approved, a survey of the existing windows shall be undertaken to assess and record their condition. Where windows are to be replaced evidence shall be submitted to demonstrate that they are beyond reasonable repair and details of any replacement windows shall be submitted for the approval of the Council, as planning authority. Such details shall include size, depth, profile, materials, design of glazing pattern and method of opening.
- 4. Detailed drawings of all proposed velux roof lights, to include specifications for conservation style, flush fixings, shall be submitted to and approved by the Planning Authority, prior to the commencement of development.

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 safeguard the character of the statutorily listed building.
- 4. In order to safeguard the character of the statutorily listed building.

Informatives

It should be noted that:

- 1. This consent is for Listed Building Consent only. Work must not begin until other necessary consents, eg Planning Permission, have been obtained.
- 2. 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:

Contributions have been required under the legal agreement in respect of the corresponding planning application for these works (planning application reference 18/02719/FUL). The relevant contributions are to be made towards health care, education 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:

The proposals subject to this application were assessed in terms of equalities and human rights under the respective planning application for the proposed works (application reference 18/02719/FUL). The impacts are identified in the Assessment section of the report to committee on that application.

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 discussions took place on this application.

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 26 June 2018. Two letters of representation were received, including one from the Architectural Heritage Society for Scotland and one from the Grange Prestonfield Community Council.

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 Edinburgh Local Development Plan identifies the

application site as lying within the Urban Area. The site

is located within the Marchmont, Meadows and

Bruntsfield Conservation Area.

Date registered 13 June 2018

Drawing numbers/Scheme 01-15,

Scheme 1

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Links - Policies

Relevant Policies:

Relevant policies of the Local Development Plan.

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.

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.

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

Non-statutory guidelines 'GUIDANCE FOR HOUSEHOLDERS' provides guidance for proposals to alter or extend houses or flats.

The Marchmont, Meadows and Bruntsfield Conservation Area Character Appraisal emphasises the well proportioned Victorian tenemental perimeter blocks with Baronial detailing and the substantial area of the open parkland formed by the Meadows and Bruntsfield Links.

Appendix 1

Application for Listed Building Consent 18/02723/LBC At Royal Hospital For Sick Children, 9 Sciennes Road, Edinburgh

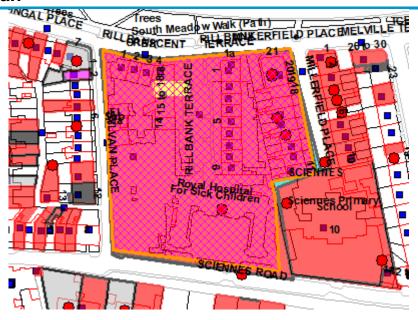
Internal and external alterations of Category C-listed Nos. 11-21 (inclusive) Millerfield Place to convert to residential use including rear extensions; minor alteration, including sensitive reinstatement and repair of garden boundary walls.

Consultations

Historic Environment Scotland (HES) was consulted on this application as it relates to the wider proposals affecting the overall hospital grounds, which are subject to planning application reference 17/02719/FUL and the listed building applications for the mortuary chapel and main hospital building, which are all the subject of further reports to this committee, (Listed building application references 18/02725/LBC and 18/02722/LBC).

HES has made no response to this application which affects a category 'C' listed building.

Location Plan



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