

Development Management Sub Committee

Wednesday 22 May 2019

**Application for Listed Building Consent 19/00131/LBC
At 20 Duncan Street, Edinburgh, EH9 1SR
Alterations from car servicing and repairs centre to student accommodation (comprising 24 student studios coupled with shared quiet spaces, reception, laundry and ancillary spaces) and associated works. (as amended)**

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

Summary

The proposals will preserve the special interest of the listed building and will have no detrimental impact on the adjacent conservation area.

Links

<u>Policies and guidance for this application</u>	LDPP, LEN04, LEN06, NSG, NSLBCA, OTH, CRPBLA,
---	---

Report

Application for Listed Building Consent 19/00131/LBC At 20 Duncan Street, Edinburgh, EH9 1SR Alterations from car servicing and repairs centre to student accommodation (comprising 24 student studios coupled with shared quiet spaces, reception, laundry and ancillary 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 to the rear of, and including part of, the ground floor of a three storey, Italianate tenement block, flanking a central pend, with the garage attached to the rear of the pend. The tenement was constructed circa 1870.

The garage is thought to have been originally built as a horse bazaar and converted to a garage in the mid-20th century. It is built mainly from stone with original setts at ground floor level, cast-iron columns and intricate timber roofing structure 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.

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 two storey stone built dental practice and the wall also bounds the car park to the site which has an NHS use, and to the west there is the rear garden to the four storey stone-built tenements on Ratcliffe Terrace.

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

The building is category B listed and was added to the statutory list on 25 March 1997. (LB reference 44213).

This application site is located within the Blasket Conservation Area.

2.2 Site History

22 February 2016 - Planning application for demolition and creation of 28 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 Consent 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 student studios with shared breakout space) and associated external works (application references 16/05503/FUL and 16/05505/LBC).

17 May 2018 - Listed building consent refused for 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 (as amended). (application reference 16/05505/LBC).

4 June 2018 - Planning permission refused 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 (as amended). (application reference 17/05115/FUL).

22 October 2018 - the appeals to applications 17/05115/FUL and 16/05505/LBC are dismissed. (DPEA references PPA-230-2229 and LBA-230-2146) The reporter accepted the principle of student housing on this site but refused it due to the unacceptable impact on the listed building.

Main report

3.1 Description Of The Proposal

The application proposes the physical alterations associated with change of use of an existing car repairs garage to student accommodation. The development will comprise 24 self-contained student studio flats to be formed within the existing garage footprint and accommodation on the ground floor of the tenement. Three rooms will be accommodated in the tenement and the remaining 21 rooms will be accommodated in what is now the garage, organized around a central top glazed atrium. A communal area for occupiers of the development will be formed within a central atrium, with an office area provided for management staff, cycle parking and a laundry room.

The garage would retain the existing stone external walls although they will be adjusted to rise to the same level throughout. Sections will be cut out in two corners on the east to form lightwells. The majority of the timber roof structure is to be retained with the outer timbers modified to the new wall head heights. The asbestos cladding on the roof will be removed and the central structure will be glazed over with the pitched roof surrounding it slated. The existing cast iron columns are to be retained.

Scheme 1

The application as submitted showed a slightly different plan and proposed an additional room.

Supporting Statements

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

- Design Statement; and
- Planning Statement.

3.2 Determining Issues

Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states - 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.

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 have an adverse impact on the character of the listed building;
- b) the proposals will preserve or enhance the character of the conservation area; and
- c) any comments have been addressed.

a) Character of the Listed Building

The Historic Environment Policy for Scotland (HEPS) outlines how we should undertake our collective duty of care whenever a decision in the in the planning system will affect the historic environment. There are three key areas which define how the historic environment should be understood, recognised and managed to support participation and positive outcomes, including "Managing Change" under policies HEP2, HEP 3 and HEP4.

HES's guidance on Managing Change - Roofs, Use and Adaption of Listed Buildings, External Walls and Interiors set out the principles that apply and how it should inform planning policies.

Policy Env 4 in the Edinburgh Local Plan (LDP) states that proposals to alter a listed building will be permitted where those alterations are justified; will not result unnecessary damage to historic structures or result in a diminution of the buildings interest; and any additions would be in keeping with other parts of the building.

The listed building is notable for its architectural detailing on the street elevation and the intricate wooden roof structure that covers the garage building to its rear. The external elevations to the garage building are unremarkable.

The proposed internal alterations to the tenemental building at ground floor affects areas that have already been altered and have little architectural merit. Forming three studio flats in this part of the building will not compromise the building's special interest. This latest application retains the majority of the historic roof structure in the garage area and that which is of most interest. It also retains the columns.

The value of the garage as part of the listed building was confirmed in the appeal decision for the two sets of previous application (DPEA appeal references LBA-230-2083, PPA-230-2229 and LBA-230-2146). The structure of this former horse bazaar; iron columns, trussed timber roof and stone walls remains intact.

This latest application retains and incorporates the majority of the roof structure. It removes the non-original asbestos roofing materials and, with the combination of glazing and slate, the exterior of the listed building will be improved. Alterations to the external walls in the form of the cutaways for the light wells and new window openings are relatively minor. An existing outshot on the west elevation will be modified to incorporate plant.

There will be no external alterations to the tenemental part of the building and the interest of the garage is almost entirely in the roof structure and columns.

The proposals will ensure the preservation of the roof structure and will preserve other features of note. The proposed alterations will not adversely impact the special character of the listed building.

b) Character and Appearance of the Conservation Area

The Blacket 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.

Planning Advice Note 71 on Conservation Area Management recognises conservation areas need to adapt and develop in response to the modern-day needs and aspirations of living and working communities.

Policy Env 6 relates to development that impacts a conservation area or its setting.

The boundary of the Blacket Conservation area lies directly to the east of the application site. The proposed development is wholly contained within the footprint of the existing garage and 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 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. The proposed works will not have any adverse impact on the adjacent conservation area.

c) Public Comments

Material representations

Material reasons for objection include:

- The impact on the listed building - assessed in section 3.3.a).

Material reasons for support include:

- The conservation of the listed building and its historic roof structure - assessed in section 3.3.a).

Non-material representations

- Non-material comments relate to issues not assessed in this listed building application but in the concurrent planning application.

Conclusion

The proposals will preserve the special interest of the listed building and will have no detrimental impact on the setting of the adjacent conservation area.

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

3.4 Conditions/reasons/informatives

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 considered 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

Pre-application discussions took place on this application.

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 1 February.2019. In all there have been 18 letters of representation, including 11 objections, six letters of support and one letter of comment.

The Grange/Prestonfield Community Council have commented on the proposals and the West Blacket Association supports the proposals. Other objections and letters of support are from neighbours and other members of the public.

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

Date registered 25 January 2019

Drawing numbers/Scheme 20-43,

Scheme 2

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

Contact: Barbara Stuart, Senior Planning Officer

E-mail: barbara.stuart@edinburgh.gov.uk Tel: 0131 529 3927

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 Blacket 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

Application for Listed Building Consent 19/00131/LBC At 20 Duncan Street, Edinburgh, EH9 1SR Alterations from car servicing and repairs centre to student accommodation (comprising 24 student studios coupled with shared quiet spaces, reception, laundry and ancillary spaces) and associated works. (as amended)

Consultations

Historic Environment Scotland

Our Advice

This is the latest in a succession of applications for the garage to the rear of 20 Duncan Street. The last of which (17/05119/LBC), refused at appeal, proposed the incorporation of the historic garage structure within a student residential scheme. We welcomed this approach, which would have retained the more significant fabric and we were content with the fabric then proposed for removal.

The new scheme is broadly the same. However, we note the detail has evolved, reflecting in part the reasons given for the last application's refusal, and that the intention is to retain even more of the existing and historic fabric. Due to the extent of ambition towards retention we are supportive and hope the meaningful reuse of the historic garage can be achieved.

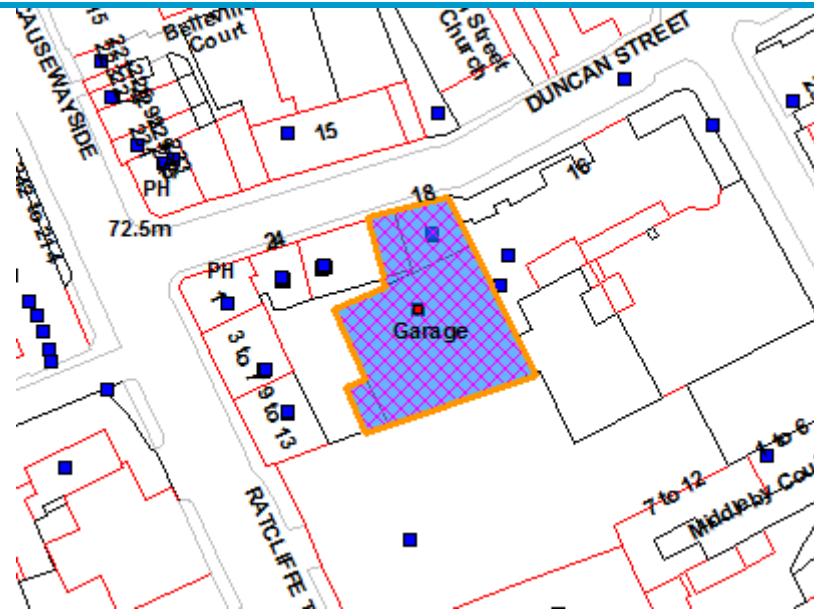
Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our view is that the proposals do not raise historic environment issues of national significance and therefore we do not object. However, our decision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

Further Information

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

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

Location Plan



© Crown Copyright and database right 2014. All rights reserved. Ordnance Survey License number 100023420
END