

Planning Committee

10am, Monday 15 June 2015

Facilitating Reuse of At Risk Historic Buildings

Item number	8.2
Report number	
Executive/routine	Executive
Wards	City Wide

Executive summary

The purpose of this report is to provide an annual update to Committee on the Council's role in facilitating the restoration and reuse of at risk historic buildings. It is proposed to develop joint working practices relating to the disposal of historic buildings currently in Council ownership. In one particular case, at 5 Downie Terrace, Council intervention may be required in the event that the owner declines to carry out necessary works to make it wind and watertight.

Links

Coalition pledges	P40
Council outcomes	CO19, CO23, CO26
Single Outcome Agreement	SO4

Facilitating reuse of at risk historic buildings

Recommendations

- 1.1 It is recommended that the committee:
 - a. notes the status of Edinburgh's buildings on the Buildings at Risk Register, including those which have been brought back into use in the last year;
 - b. notes the intention to develop improved working practices between Planning and Estates on the disposal of historic buildings in Council ownership; and
 - c. notes that if the owner of 5 Downie Terrace does not take action to make the building wind and watertight a report will be taken to the Planning Committee seeking authorisation to serve an Urgent Works Notice under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

Background

- 3.1 Edinburgh's outstanding historic environment plays a fundamental role in its identity and its desirability as a place to live, work and visit. As such it is an exceptionally valuable asset to the city.
- 3.2 This value has been recognised and afforded protection through the designation of 4,845 listed buildings, 49 conservation areas and the World Heritage Site. Planning authorities have a duty to protect the historic environment, although the maintenance of individual buildings is the responsibility of the building owner.

Main report

Buildings at Risk Register

- 3.3 The condition of historic buildings across Scotland is monitored through a national register of Buildings at Risk (the BARR), which is managed by Historic Environment Scotland. The purpose of the Register is to:
 - identify buildings of architectural merit that have fallen into disrepair;
 - monitor their condition; and
 - raise awareness of the "at risk" buildings to encourage owners and other interested parties to find ways to bring about their restoration and reuse.

- 3.4 The BARR is also used by the Scottish Government as a national indicator of the condition of Scotland’s historic environment, measured by the number of Category A listed buildings that are on the register.
- 3.5 The BARR can be viewed at www.buildingsatrisk.org.uk.

Buildings at Risk in Edinburgh

- 3.6 There are currently 92 Edinburgh buildings on the BARR. A number of the current ‘at risk’ buildings form part of high profile development sites and regeneration projects, including Craighouse, India Buildings and Panmure House.
- 3.7 A significant number of the buildings are in the process of having proposals for reuse developed: some at an early stage, others with live planning applications, and others with consent for restoration or demolition. There are also at risk sites that are either not buildings (for example boundary walls and cemeteries) or not suitable for conversion to a contemporary use (for example dovecots, spring heads and pavilions). As with all buildings on the Register, these would still benefit from restoration and owners are encouraged to carry out necessary works.
- 3.8 The following table provides a breakdown of the status of the Edinburgh buildings on the BARR:

Restoration in progress	6
Live planning consents	29*
Planning applications pending consideration	2
Proposals for reuse are being developed	15
No known proposals for reuse	25
Not buildings/not suitable for reuse	15

**of which 4 are for demolition, 3 for façade retention*

A full list of the buildings is attached in Appendix 1.

- 3.9 Buildings remain on the register until they have been fully restored and reoccupied. In the last 12 months, nine buildings have been restored and removed from the register, and a further three have been demolished. The positive progress in addressing buildings on the BARR is a reflection of the city’s economic growth and strong property market. Details of these buildings are attached in Appendix 2.
- 3.10 In the last 12 months no new buildings have been added to the register. However, it is not a static record and as buildings are restored others may fall into disuse. The BARR team has advised that Edinburgh is due for its tri-annual resurvey this year and it is anticipated that this may identify a number of additional buildings.

Edinburgh's at risk buildings in context

- 3.11 Edinburgh continues to have a lower proportion of at-risk built heritage than other cities, containing 10.2% of Scotland's listed buildings and just 3.6% of its "at risk" buildings.

The Council's role

- 3.12 As part of the Council's statutory duty to protect the historic environment, the Planning service seeks to work with owners to support them in bringing an "at risk" building back into use, or to sell their property to a restoring purchaser. This is done on a case by case basis, with a focus on properties which are in a deteriorating condition or have no known proposals for reuse.
- 3.13 This can involve passing on enquiries from potential purchasers to owners; providing advice and information to owners and potential purchasers; monitoring the condition of buildings; and working closely with owners to persuade them to develop proposals for reuse.
- 3.14 In more difficult cases, this can involve using the statutory powers granted to local authorities to intervene and to take direct action. It should be noted, however, that the powers available are limited. Under the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, if a building is not wind and watertight a local authority can serve an Urgent Works Notice which requires that the owner carries out measures such as boarding up windows, clearing gutters and patching holes in the roof. This can stabilise a building and help to prevent further deterioration until full repairs are carried out. If the owner does not carry out the works within the required timescale the local authority may carry out the works and claim the cost of the works back from the owner of the property.
- 3.15 At the other end of the scale, if an owner is not taking reasonable measures to properly preserve a listed building, a local authority may serve a Full Repairs Notice as a precursor to initiating the compulsory purchase process. Compulsory purchase is a lengthy and complex process, used as a matter of last resort. Costs can be considerable as the property must be purchased at market value and the local authority will take on responsibility for maintenance until a suitable restoring purchaser can be found.
- 3.16 The Council has a role in the maintenance and disposal of its own historic assets. 17 Council owned buildings are on the BARR. Of these, five are not suitable for reuse and the remaining 12 are at various stages of identifying a suitable tenant or purchaser to facilitate restoration and reuse. These include:
- Category A listed Riddles Court, which is being restored by the Scottish Historic Buildings Trust as the Patrick Geddes Centre for Learning and Conservation.
 - Category A listed Tron Kirk which is scheduled to be restored by Edinburgh World Heritage as a World Heritage Centre.

- Category A listed City Observatory which is undergoing restoration to house the Collective Gallery, with the main dome now restored and plans in place to restore the remainder of the building in the coming years.
 - Category B listed Leith Theatre which it is proposed to lease to the Leith Theatre Trust for use as a flexible performance space.
- 3.17 Planning and Estates Services have been working together to pursue the restoration of Redhall House. This property was previously Council-owned and was added to the register after it was sold into private ownership. This process has identified aspects of the disposal process that could be improved, as set out in a report to Finance and Resources Committee of 5 June 2014.
- 3.18 Increased service cooperation provides an opportunity to develop joint working practices between the Planning and Estates services to improve the disposal process and safeguard the future of disposed historic properties. This will expand on the partnership approach set out in the Economic Development/Planning and Building Standards/Estates Protocol.

5 Downie Terrace

- 3.19 5 Downie Terrace is a Category C listed nursery coach house which has been on the Buildings at Risk Register since 2010. Recent site visits indicate that it may not be wind and watertight and its condition is worsening. The owner has, to date, declined access to the interior. A location plan and site photos are attached in Appendix 3.
- 3.20 The intention is to work with the owner to identify works to make the building wind and watertight in the short term, and longer term to identify a route to restoration and reuse. However, should the owner continue to decline to take action to make the building wind and watertight, an Urgent Works notice would allow the Council to carry out the works and recover costs from the owner.
- 3.21 Based on current information, it is anticipated that the following work is likely to be the minimum required to preserve the building and halt further deterioration:
- Boarding up of windows or repairs to damaged glazing where appropriate.
 - Clearance of blocked gutters, replacement of damaged and missing downpipes and work to ensure that all rainwater from the roof coverings is satisfactorily collected.
 - Removal of vegetation from walls and parapet gutters.
 - Temporary roof patching as required.
- 3.22 If the owner declines to carry out necessary works, a report will be brought to the Planning Committee at an early date to gain approval for serving an Urgent Works notice.

Measures of success

- 4.1 Number of buildings brought back into use or level of risk reduced.

Financial impact

- 5.1 The work will be undertaken within existing staff resources. There are no immediate financial implications for the Council arising from this report.
- 5.2 Should an Urgent Works notice be served, the costs of carrying out the work to make the building wind and watertight would be recovered from the owner.

Risk, policy, compliance and governance impact

- 6.1 There are no significant risks associated with approval of the document as recommended.

Equalities impact

- 7.1 No infringements of rights have been identified. No negative impacts on equality have been identified.

Sustainability impact

- 8.1 The impacts of this report in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties have been considered, and the outcomes are summarised below. Relevant Council sustainable development policies have been taken into account.
- Conservation of the built environment has the potential to minimise the use of natural resources and reduce carbon emissions.
 - The need to build resilience to climate change impacts is not relevant to the proposals in this report because the proposals are neither positively nor negatively affected by climate change.
 - The proposals in this report will help achieve a sustainable Edinburgh because the conservation and management of the historic environment contributes directly to sustainability in a number of ways. These include the energy and materials invested in a building, the scope for adaptation and reuse, and the unique quality of historic environments which provide a sense of identity and continuity.

Consultation and engagement

9.1 There is no requirement for consultation.

Background reading/external references

www.buildingsatrisk.org.uk

Report to Finance and Resources Committee, 5th June 2014 “[Redhall House and Lawn – options for action](#)”

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Links

Coalition pledges	P40. Work with Edinburgh World Heritage Trust and other stakeholders to conserve the city’s built heritage.
Council outcomes	CO19. Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards and maintenance of infrastructure and public realm. CO26. The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives.
Single Outcome Agreement	SO4. Edinburgh's communities are safer and have improved physical and social fabric.
Appendices *	1. List of buildings currently on the BARR 2. List of buildings removed from the BARR April 2014 – April 2015 3. 5 Downie Terrace – location plan and site photos

Appendix 1: Buildings currently on the BARR

Restoration in progress (6)

Building	Details of restoration
Staircase at High School Yards	Council owned external stairs. Restoration project underway in partnership with Edinburgh World heritage.
Panmure House, 4 Lochend Close	Being restored and converted for use by Edinburgh Business School, Heriot Watt University
Blackfriars Street UP Church	External renovations completed by owner. Suitable long term use being sought (applications for conversion to residential are pending consideration).
Lauriston Place Church, 59 Lauriston Place	Being restored and converted for use as a Muslim educational and religious centre.
51 Abbeyhill	Being restored and converted into residential accommodation
34 Hamilton Place	Former theatre workshop being converted into mixed use residential and commercial (residential completed).

Live planning consents (29)

Building	Details of consented scheme
1 Baxter's Place	Conversion to hotel
2-3 Baxter's Place	Conversion to hotel
4-5 Baxter's Place	Conversion to hotel
Sailor's Arc, 231 Canongate	Façade retention as part of New Waverley scheme
227-229 Canongate (tenements)	Façade retention as part of New Waverley Scheme
Canongate Venture, 5 New Street	Restoration as part of New Waverley Scheme
3-3A St Andrew Square	Part of the St Andrew Square scheme
1-2 India Buildings, Victoria Street	Conversion to hotel
3-4 India Buildings, Victoria Street	Conversion to hotel
5-6 India Buildings, Victoria Street	Conversion to hotel
Donaldsons School, 1B West Coates	Conversion to residential
Donaldsons School West Lodge	Conversion to residential
Donaldsons School East Lodge	Conversion to residential
Odeon, 7 Clerk Street	Conversion to arts venue
Craighouse Boiler room annex	Part of Craighouse scheme
Craighouse, East Craig	Part of Craighouse scheme

Craighouse, Bevan House	Part of Craighouse scheme
Craighouse, East Lodge	Part of Craighouse scheme
Craighouse, Old Craig House	Part of Craighouse scheme
Craighouse, South Craig	Part of Craighouse scheme
Curriehill Primary School	Demolition and new build residential development <i>Anticipated that this will be moved to 'demolished' following BARR resurvey in summer 2015</i>
Comiston House Stables	Conversion to residential
Comiston House Doocot	Restoration as part of conversion of stables
37 Cammo Road	Conversion to residential
200 Lanark Road West	Conversion to residential as extension to adjoining cottage. <i>Anticipated that this will be moved to 'restoration in progress following BARR resurvey in summer 2015.</i>
204 Lanark Road West	Conversion to residential <i>Anticipated that this will be moved to 'restoration in progress following BARR resurvey in summer 2015.</i>
Police Box, Market Street	Conversion to coffee kiosk
Still House, Path Brae, Kirkliston	Demolition and new build residential
Shrubhill Tramworks NW workshop	Conversion to residential <i>Further applications for amendments to approved consents are pending consideration</i>
Shrubhill Tramworks NE workshop	Conversion to residential <i>Further applications for amendments to approved consents are pending consideration</i>
4 Windsor Street Lane	Demolition and replacement with new build residential
34 Dewar Place Lane	Demolition and new build development of wider site

Planning applications pending consideration (2)

Building	Details of application
6 Market Street	Demolition and new build hotel
Redhall House, 7 Redhall Drive	Conversion to residential plus enabling new build

Proposals for reuse are being developed (15)

Building	Details of proposals
42 St Andrew Square	Restoration as part of mixed use development <i>PAN submitted</i>
Tron Kirk, Royal Mile	Conversion to World Heritage Centre
Royal High School, Regent Road	Two independent proposals being developed: (i)

	conversion to hotel (ii) conversion to music school <i>PANs submitted for hotel and music school proposals</i>
City Observatory, Calton Hill	Conversion to gallery space
Riddle's Court, Lawnmarket	Conversion to Patrick Geddes Centre for Learning and Conservation
28-48 West Register Street	Restoration as part of mixed use development <i>PAN submitted</i>
India Buildings, 11-15 Victoria Street	Restoration as part of commercial development <i>PAN submitted May 2015</i>
Council Yard, Kings Stables Lane	Preferred buyer selected to develop and take forward proposals <i>PAN submitted April 2015</i>
Donaldsons School, 1B West Coates	Conversion to residential as part of wider residential development. <i>PAN submitted</i>
Donaldsons School West Lodge	Conversion to residential as part of wider residential development. <i>PAN submitted</i>
Donaldsons School East Lodge	Conversion to residential as part of wider residential development. <i>PAN submitted</i>
Leith Theatre, Ferry Road	Flexible performance space managed by Leith Theatre Trust
North British Rubber Company, Fountain Park	Conversion to Edinburgh Printmakers headquarters
3 Dublin Street Lane North	Owner has indicated intention to sell to a restoring purchaser later in the year.
Boundary walls, St Mark's Episcopal Church, 287 High Street, Portobello	Congregation has sought lottery funding for restoration works <i>Anticipated that this will be moved to 'restoration in progress following BARR resurvey in summer 2015.</i>

No known current proposals for reuse (25)

Building
2 North Grey's Close
9-10 West Scotland Street Lane
55 Abbeyhill
New Calton Burial Ground watchtower
29-31 George Street (upper floors only)
Police call box, Cowgate
22 John's Lane, Leith
St James Church, 19 Constitution Street
Mecca State Social Club, 204-208 Great Junction Street
1-5 Baltic Street
Warehouse, mid pier, Granton

Madelvic Factory, 37 Granton Park Avenue
Morton House Bevedere, 19 Winton Loan
Community Centre, 165 Leith Walk
Laverockdale Cottage, Dreghorn Loan
4 Gilmerton Road, Goods Corner Cottages
8 Gilmerton Road, Goods Corner Cottages
15 Duke Street
St Paul's Church, 9 Lorne Street
Cramond Bridge Mill
Cammo House Walled Garden and outbuildings
Generating Station, 95 MacDonald Road
5 Downie Terrace
Ravenscroft Cottages, 81-83 Ravenscroft Street
Comiston Springs Water House, near Swan Spring Avenue

Not suitable for reuse/conversion (15)

These sites are either very small buildings or are not buildings at all: they are not suitable for conversion to a contemporary use, however would all benefit from restoration and/or maintenance works.

Building
Warriston Cemetery
Warriston Cemetery extension
Mortonhall House Burial Ground, Frogston Road East
West Pier, Port Edgar
Hatton House South Terrace and pavilions, nr Wilkiestoun
Hatton House Garden temple, nr Wilkiestoun
Comiston Springs: Sandglass Spring Head, Oxfangs Loan
Comiston Springs: Peewit Spring Head 2, Oxfangs Green
Comiston Springs: Fox Spring Head 3, Comiston View
Comiston Springs: Peewit Spring Head 1, Oxfangs Street
Ravelrig Doocot, Lanark Road West, Balerno
Addistoun Doocot, Addiston, nr Dalmahoy
Ratho Park Doocot, Ratho
Clifton Hall Doocot, Clifton Hall, Newbridge
Cammo House Stables, Cammo Road

Appendix 2: Properties removed from the Register, April 2014 – April 2015

Raeburn House: restored to a hotel/bar/restaurant



Restored



At risk

12 Grove Street: restored and re-occupied as residential



Restored



At risk

10-14 Princes Street: restored and back in use as hotel and retail



Restored



At risk

16 Cumberland Street SE Lane: restored as holiday accommodation



Restored



At risk



19 St Andrew Square: restored and back in use as a hotel



Restored



At risk

8 Blenheim Place: restored as residential



Restored



At risk

26 Heriot Row: restored and back in use as residential



Restored



At risk

50 Rose Street North Lane: restored and converted to hostel



Restored



At risk

Barnton Hotel: restored and converted to residential



Restored



At risk

4-8 St Andrew Square: demolished as part of mixed use development (3 separate entries on the BARR)



Demolished



At risk

Appendix 3: 5 Downie Terrace

