

Development Management Sub Committee

Wednesday 11 November 2020

Application for Listed Building Consent 20/03161/LBC at 165 Broughton Road, Edinburgh, EH7 4LG. Proposals are to extensively repair and refurbish the existing stables building, including demolition of some internal elements, renewal of all services, replacement of windows and rooflights, stone and roof repairs.

Item number

Report number

Wards

B12 - Leith Walk

Summary

This proposal will facilitate the new use for this significant listed building whilst preserving its main features of architectural and historic interest and therefore as a whole will comply with the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

The interior of the building has been largely altered over time and the proposals will not involve the loss of any significant features which contribute to the special interest of the listed building. The external works will alter some features of the external elevations but overall, these are acceptable changes that will preserve the vacant listed building.

Links

[Policies and guidance for this application](#)

LDPP, LEN03, LEN04, NSG, NSLBCA, HES, HEPS, HESINT, HESUSE,

Report

Application for Listed Building Consent 20/03161/LBC at 165 Broughton Road, Edinburgh, EH7 4LG. Proposals are to extensively repair and refurbish the existing stables building, including demolition of some internal elements, renewal of all services, replacement of windows and rooflights, stone and roof repairs.

Recommendations

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

Background

2.1 Site description

The application relates to the vacant category B listed stable block (reference LB30290, listed 23 July 1993) that fronts onto Broughton Road. The site covers 0.17 hectares.

The building is associated with the now demolished former waste transfer site. It was originally built as stables to house horses that pulled carts around the city collecting waste for incineration. Once that function ceased, it was used as office and welfare facilities for the refuse depot.

The stable block is built in Baronial style with a symmetrical design with single storey wings with two central and terminal pavilions. The exterior architectural details contain crowstepped gables, pepper pot roofs, decorative slate and lead work and multiple chimneys, in a distinctive red sandstone.

The site is bounded by the former goods railway line to the northeast with Redbraes Park beyond. There are existing residential flats to the southeast. To the northwest is the wider Powderhall site that has now been cleared. To the southwest is the access to the site, St Marks Path and the bowling green site.

2.2 Site History

6 April 2018 - Listed building consent granted for a modern lean-to shed attached to NE elevation of original listed stable block to be demolished, stable block to be retained and any remedial work undertaken on removal of shed (application number 18/00217/LBC)

12 December 2018 - Powderhall Place Brief approved by Planning Committee. This provides a set of high-level principles which shape the future development of the site. The stable block forms Area 3 where consideration should be given to its future use as workspace/event space with potential community uses.

13 August 2020 - Parallel planning application submitted to extensively repair and refurbish the existing stables building, including demolition of some internal elements, renewal of all services, replacement of windows and rooflights, stone and roof repairs. Current use is office and workshop. Proposed use is office, artist studios and function/cafe space (application number 20/03162/FUL). Pending consideration.

Main report

3.1 Description of the Proposal

The proposed uses are office, artist studios and function/café space. The principle of the change of use is considered in the parallel planning application. The main components of the refurbishment are:

- Internal alterations to subdivide the floor areas to provide for the above uses and ancillary spaces such as kitchen areas, toilets and a new lift/stair.
- rooflights to the rear elevation
- re-instatement of windows, replacement/repair windows and an additional window to the ground floor function space.
- reinstatement of external stair connecting the courtyard and basement level.
- relay stone setts in rear courtyard.
- opening and repairing the existing pend and
- carry out stone and roof repairs.

Vehicular access is taken from the existing opening on Broughton Road, a temporary bin store is to be provided and removed in later phases. Zero car parking spaces are proposed, and the proposal contains ten cycle spaces in the courtyard area.

A Design and Access Statement and a Conservation Statement have been provided in support of the application. These are available to view on the Planning and Building Standards Online Services.

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 harm the architectural or historic interest of the listed building and
- b) any issues raised in representations have been addressed

a) Character of the Listed Building

In determining applications for planning permission or listed building consent, the Council is required to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest that it possesses.

Paragraph 4 of Historic Environment Policy for Scotland 2019 (HEPS) identifies that:

The documents that should be referenced for the management of the historic environment are Scottish Planning Policy, Our Place in Time: The Historic Environment Strategy for Scotland, the associated primary and secondary legislation and Historic Environment Scotland's Managing Change series of guidance notes.

HEPS outlines how the Council should undertake a duty of care whenever a decision affects the historic environment. It contains a number of policies including a policy statement that decisions affecting the historic environment should be informed by an inclusive understanding of its breadth and cultural significance. Other policies stress that detrimental impacts should be avoided. Where appropriate opportunities for enhancement should be sought.

Historic Environment Scotland (HES) guidance note Managing Change: Use and Adaptation of Listed buildings, sets out the principles that apply to converting historic buildings to new uses. Other HES Managing Change guidance which applies to this case includes Interiors and Windows.

Historic Environment Scotland's guidance document entitled Managing Change in the Historic Environment: Interiors states the interior of a historic building is important in defining its character and special interest.

Historic Environment Scotland's Managing Change in the Historic Environment guidance note on the use and adaptability of listed buildings is also applicable. It states that for a building to remain in use over the long term, change will be necessary. This reflects changes over time in how we use our buildings and what we expect from them. A building's long-term future is at risk when it becomes hard to alter and adapt it when needed. Proposals that keep buildings in use, or bring them back into use, should be supported as long as they do the least possible harm.

The Local Development Plan (LDP) also includes policies to aid in the assessment.

LDP Policy Env 3 (Listed Buildings - Setting) states that development within the curtilage or affecting the setting of a listed building will only be permitted if not detrimental to the appearance or character of the building or its setting.

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

Setting:

Section 59 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 means that there is a strong presumption against granting planning permission for development which would harm a listed building or its setting. If engaged, the presumption can only be rebutted if the advantages of the scheme are sufficient to outweigh that strong presumption.

In terms of setting, there will be limited changes to the envelope of the building.

Until recently the setting of the building was dominated by the large industrial buildings in the wider site. Now that these are demolished it has left a large vacant area.

The setting of the building will be enhanced by the proposed improvements to the rear courtyard area. Further development adjacent to the stables will be guided by the place brief and emerging masterplan.

External alterations:

Externally, the main changes are in relation to the windows along the Broughton Road elevation, where the original boarded up elements are to be removed. Although the boarded elements contribute to the character and appearance of the listed building, the inclusion of glazing here will still preserve the rhythm of the spaces along the elevation. The additional glazing will allow light into the building and aid in repurposing a vacant listed building.

A number of rooflights are proposed on the rear elevation. These have been amended to align with the windows below and are of a conservation style. These will not impact on the overall character of the listed building and are limited to the rear of the building.

A new external stair is proposed to link the rear of the courtyard and basement level. This is at a rear part of the site and is located in an inobtrusive area.

Other matters such as stone repairs, opening of infilled doors and the addition of windows will aid in enhancing and breathing new life into the listed building.

The external alterations are required to aid in repurposing the building for a new use and will preserve the special interest of the building. The changes such as the removal of the boarding's and rooflights are considered to be relatively minor when considering the proposal as a whole and weight that should be given to the positive re-use of the building in line with HES Managing Change in the Historic Environment guidance note on the use and adaptability of listed buildings.

Internal Alterations:

Internally, there are a number of alterations proposed. However, during the 1970s a number of internal interventions took place which significantly modified the spaces resulting in limited internal features remaining.

At the basement level the existing arches are retained and the space re-repurposed. This will not be detrimental to the character of the listed building.

The ground floor has limited historical features with the original stable stalls no longer intact, leaving the area open to be re-used, with the proposed use of individual studios necessitating the division of the space.

HES has commented on a partition within the ground floor which is to be removed. This is a non-loading bearing wall which appears to have been altered in the 1970's. At this section it is proposed to open up the space to the roof section, meaning that the suggestion by HES of leaving nibs may not sit very well in the proposed space.

The first floor level was originally an open hayloft. Previous alterations have heavily modified and subdivided the space. The proposed workspace at this area will provide a more open aspect. The proposals also seek to reinstate the pencheck stair and propose a new lift. Given the previous 1970s modifications, these proposals will not be detrimental to the character of the building. The proposals also seek to retain original features at the second floor level.

Given the previous internal modifications to the building the development will have limited impact on the special interest of the building.

Historic Environment Scotland does not object to the application but does provide commentary on some aspects of the proposal. These matters include the boarded up areas, rooflights, external staircase and ground floor partition. These aspects have been considered in the assessment.

The Archaeology Officer does not object to the application subject to a condition securing a historic building survey and a programme of archaeological work.

Summary:

The former stable block is a striking building in this part of the city, even more so given its original intended use as a stable. It has been vacant for a number of years and it is an important building in the context of the redevelopment of the wider Powderhall site.

The setting of the building will be improved by enhancements to the courtyard area.

The external alterations are minor and will preserve the character of the building, with alterations such as the removal of the boarding at the lower level and inclusion of conversation rooflights aiding in finding a use for a redundant building.

The interior the building has been heavily altered in the 1970s and the proposals will not diminish the special interest of the building.

With reference to the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997, the proposals overall preserve the setting and character of the listed building.

b) Public Comments

No representations received.

Conclusion

This proposal will facilitate the new use for this significant listed building whilst preserving its main features of architectural and historic interest and therefore as a whole will comply with the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

The interior of the building has been largely altered over time and the proposals will not involve the loss of any significant features which contribute to the special interest of the listed building. The external works will alter some features of the external elevations but overall, these are acceptable changes that will preserve the vacant listed building.

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

3.4 Conditions/reasons/informatives

Conditions:-

1. No demolition/ development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (historic building recording, excavation, interpretation, recording and analysis) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.

Reasons: -

1. In order to safeguard the interests of archaeological heritage.

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

No representations have been received.

Background reading/external references

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

Statutory Development

Plan Provision

The site is located within the Urban Area as shown on the Local Development Plan Proposals Map. The site is part of a Safeguarded Waste Management Facility designation.

To the east of east of the site is a railway line which is a cycle/footpath safeguard (T7).

Date registered

13 August 2020

Drawing numbers/Scheme

01-13,14A,15-22,

Scheme 1

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

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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.

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.

Relevant Government Guidance on Historic Environment.

The Historic Environment Policy for Scotland 2019 outlines Government policy on how we should care for the historic environment when taking planning decisions.

Managing Change in the Historic Environment: Interiors sets out Government guidance on the principles that apply to alterations to the interiors of listed buildings.

Managing Change in the Historic Environment: Use and Adaptation of Listed Buildings sets out Government guidance on the principles that apply to enable the use, the reuse and adaptation of listed buildings.

Appendix 1

**Application for Listed Building Consent 20/03161/LBC
At 165 Broughton Road, Edinburgh, EH7 4LG
Proposals are to extensively repair and refurbish the
existing stables building, including demolition of some
internal elements, renewal of all services, replacement of
windows and rooflights, stone and roof repairs.**

Consultations

Archaeology Officer response - dated 17 August 2020

Further to your consultation request I would like to make the following comments and recommendations regarding this application to extensively repair and refurbish the existing stables building, including demolition of some internal elements, renewal of all services, replacement of windows and rooflights, stone and roof repairs.

The application concerns the refurbishment of the surviving B-listed southern range for the Powderhall Depot, designed by John Cooper (Edinburgh's City Engineer) in 1893. The original Edinburgh Corporation's 'Powderhall Destructor' comprised a rectangular courtyard of buildings with a chimney and well added to the NW corner. The site however has a longer industrial heritage being associated with a possible late-17th century gun-powder factory and post-medieval mill lades.

Accordingly, the building is regarded as being of archaeological significance and important survivor of Edinburgh's Victorian civic and industrial heritage. Accordingly, this application must be considered therefore under terms of Scottish Government's Our Place in Time (OPIT), Scottish Planning Policy (SPP), PAN 02/2011, HES's Historic Environment Policy for Scotland (HEPS) 2019 and CEC's Edinburgh Local Development Plan (2016) Policies ENV 4, ENV8 & ENV9. The aim should be to preserve archaeological remains in situ as a first option, but alternatively where this is not possible, archaeological excavation or an appropriate level of recording may be an acceptable alternative.

The proposed scheme will require alterations and downtakings to this B-listed building. However, it has been concluded that although they may have locally adverse impacts to the fabric of the building, overall, they are acceptable given that the proposals will see the welcome retention and reuse of this important historic building.

It is recommended, however that a programme archaeological works is undertaken. Firstly, this will require the undertaking of an historic building survey (level 2 annotated plans/elevations, photographic and written survey) of the existing building undertaken prior to and during any alterations to provide a permanent record of this important historic structure. Secondly a programme of archaeological work is undertaken during any ground works (both internal and external) to record any surviving archaeological

remains and lastly the building's heritage is commemorated and interpreted within the final scheme.

It is recommended that the following condition is attached, in order fully record and interpret this important industrial building and to record any associated buried remains;

'No demolition/alterations shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (historic building recording, excavation, interpretation, recording and analysis) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'

The work must be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological works and for the archiving and appropriate level of publication of the results lies with the applicant.

Historic Environment Scotland response - dated 27 August 2020

Our Advice

165 Broughton Road is category B listed and was designed in the Baronial style by City Engineer, John Cooper, as the Powderhall Refuse Depot. Dating from 1893, the building is currently a single storey, symmetrical range of derelict offices with a central and two terminal, two-storey pavilions, as well as a gabled wing projecting at the rear, from the North West. Segmental-arched windows punctuate the full length of the ground floor's principal elevation and are set high above street level, denoting the stables historically located within. These windows therefore contribute significantly to the character and special interest of the listed building. Crowstepped gables, bartizans and alternating bands of fish-scale, diamond and standard slates identify a highly detailed exterior design that are also significant to the building's historic appearance.

Windows

Original or historic windows and their associated features make a substantial contribution to the character and appearance of a listed building. This listed building appears to retain many of its historic/original windows and associated features, including distinctive vertical boarding on many of the lower sashes of the segmental-arched windows.

We note the intention to insert glazing into these boarded lower sashes sited along the walls between the central and terminal pavilions, on the principal, street-facing elevation. Our preference is that this element of the proposals is resisted, to preserve this original or historic boarding that forms an important part of the building's architectural composition and our understanding of its historic use. Glazing the upper sashes should be sufficient for lighting the proposed corridor that forms the majority of the interior space behind these windows.

Roof

Alterations and repairs to roofs and their associated features should protect the character of the historic building. New rooflights should be appropriately designed and located with care. We recommend the proposed velux rooflights for the rear-facing roof slope are of the conservation style and should be as flush with the existing roof as possible, to protect its historic character and appearance, allowing the traditional slate covering to retain its visual prominence.

Historic Plan Form

The plan form, or arrangement and division of internal spaces into rooms and circulation spaces such as halls and corridors, is a key part of a listed building's character and special interest. While this building's floor plan is mostly lost, an original or historic partition wall appears to still exist in the rear (North) wing, which spans the full width of the ground floor. We note this partition is proposed for removal. If it is historic, we suggest retaining nibs to preserve a greater visual reference to the building's historic layout.

Rear External Stair

Under the current scheme, a pigmented concrete stair would connect the basement level and courtyard at the rear of the building. The information supplied with this application explains this concrete stair would 'have minimum connection to the stables and its stonework'. For the avoidance of doubt, we recommend assurances are sought that the proposed use of concrete would not impact detrimentally on the stonework's performance.

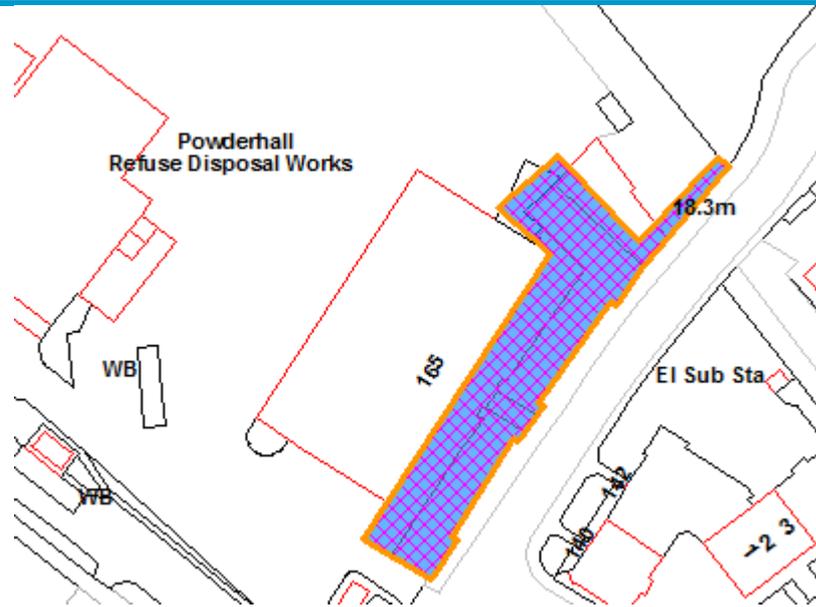
Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our view is that the proposals do not raise historic environment issues of national significance and therefore we do not object. However, our decision 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 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



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