

Development Management Sub Committee

Wednesday 28 August 2019

**Application for Listed Building Consent 19/01981/LBC
At BF - 1F, 22 Thistle Street North West Lane, Edinburgh
Internal and External Alterations at number 22 Thistle
Street North West Lane and removal of extension building
at No. 20 Thistle Street North West Lane with erection of
new building extension.**

Item number

Report number

Wards

B11 - City Centre

Summary

The proposals have special regard to the desirability of preserving the building and its setting and do not adversely affect any features of special architectural and historic interest. The proposals preserve the character and appearance of the conservation area.

Links

[Policies and guidance for this application](#)

HES, LEN01, LEN04, LEN06, NSLBCA, CRPNEW,

Report

Application for Listed Building Consent 19/01981/LBC At BF - 1F, 22 Thistle Street North West Lane, Edinburgh. Internal and External Alterations at number 22 Thistle Street North West Lane and removal of extension building at No. 20 Thistle Street North West Lane with erection of new building extension.

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 Stewart House, an A listed (date of listing: 03.03.1966, reference: LB29546), two and three storey building located within Thistle Street North West Lane. The building forms part of the listing with 26, 26A and 27 Queen Street. The building was originally built as a bindery around 1888 before being converted for training and office use in 1981. The appearance of the building has been heavily altered with later additions. The front elevation of the building has a squared and snecked stone finish and the rear elevation has a painted roughcast finish.

The existing lane is commercial in character and is of mixed appearance. Adjacent to the application site is the rear parking entrance to the Travelodge Hotel, which is a four storey bricked building. The application site to the north fronts onto the rear elevation of the three storey and basement townhouses at 26-29 Queen Street.

The site lies within the Edinburgh World Heritage Site.
This application site is located within the New Town Conservation Area.

2.2 Site History

22 February 2019 - Application withdrawn: Complete demolition of two-storey non-original building (application reference: 18/07440/CON).

22 February 2019 - Application withdrawn: Internal and external alterations (application reference: 18/09658/LBC).

22 February 2019 - Application withdrawn: Change of use from offices to hotel accommodation with ancillary bar and restaurant, demolition of non-original buildings, and erection of new extension to form additional hotel accommodation (application reference: 18/02752/FUL).

Decision pending for: Change of Use from Offices to Hotel with ancillary bar and restaurant; removal of existing and erection of new extension to form additional accommodation (application reference: 19/01930/FUL).

Main report

3.1 Description Of The Proposal

The proposal is to convert the existing office building to form a 61 bed hotel, with an ancillary bar and restaurant.

A number of down takings and external alterations to the front and rear of the existing building are proposed. These include the replacement of roof slates with natural slate to match the existing and the replacement of timber casement windows with dark grey aluminium windows.

It is proposed to part demolish and rebuild the adjoining two storey building with the existing squared and snecked stone to be re-used to the front. This rebuilt section will include an additional floor level with a flat roof, clad in dark grey metal. The development will also include a three storey, flat roof, side extension, with a buff brick finish.

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:

- Conservation Area Statement;
- Planning and Design 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.

Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states - special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.

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 works will adversely impact on the character of the A listed building;
- b) the works will adversely impact on the character and appearance of the conservation area or the outstanding universal value of the Edinburgh World Heritage Site; and
- c) comments raised have been addressed.

a) Character of listed building

The Historic Environment Policy for Scotland (HEPS) outlines how the Council should undertake the collective duty of care whenever a decision 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, HEP3 and HEP4.

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 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.

It has been determined that there is nothing of historical, architectural value at no. 20, aside from the facade. This element of Stewart House was a later addition and no points of interest are mentioned in the listing description of the site. Historic Environment Scotland has raised no objection to the proposal.

The addition of a contemporary three storey extension is acceptable at this location and the palette of materials show a clear distinction from the original building. The extension is a sympathetic addition that is subservient to the main building and the materials are reflective of examples that can be found in the surrounding area.

The replacement of the non-original windows with aluminium in no.22 is a reference to the building's industrial past. The use of brick and dark metal cladding provide a contemporary palette to the site and avoids the development taking on a pastiche appearance. A condition will be attached requiring the submission of a detailed specification of all materials prior to work commencing on site.

The proposal is an appropriate and sympathetic alteration that will not adversely impact on the character of the listed building and puts into use a building that is currently empty.

b) Conservation Area and World Heritage Site

LDP policy Env 6 considers the impact of development on the character and appearance of the conservation area and policy Env 1 considers the impact on the Edinburgh World Heritage Site.

The site is not in a prominent location and the main changes are the introduction of an extension and an extra floor at no. 20. Thistle Street North West Lane is characterised by forming the rear of several bars and restaurants in Thistle Street and the rear of a large hotel that fronts onto Queen Street. The site is relatively inconspicuous and well screened from wider views.

The proposed changes will not negatively impact on the character and appearance of the conservation area or the Edinburgh World Heritage Site.

c) Public comments

Material Considerations

- Negative impact on listed building: this has been addressed in section 3.3(a).
- Negative impact on the conservation area: this has been addressed in section 3.3(b).
- Proposals enhance the conservation area: this has been addressed in section 3.3(b).
- Improving the listed building: this has been addressed in section 3.3(a).

Non-material Considerations

- Impact on trees.
- Noise.
- Privacy.
- Traffic/road safety.
- Loss of sunlight overshadowing.
- No neighbour notification.
- Design.
- Construction traffic.
- More hotel rooms.
- Reuse of building.

Conclusion

The proposals have special regard to the desirability of preserving the building and its setting and do not adversely affect any features of special architectural and historic interest. The proposals preserve the character and appearance of the conservation area.

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

3.4 Conditions/reasons/informatives

Conditions:-

1. A detailed specification, including trade names where appropriate, of all the proposed external materials shall be submitted to and approved in writing by the Planning Authority before work is commenced on site; Note: samples of the materials may be required.

Reasons:-

1. In order to enable the planning authority to consider this/these matter/s in detail.

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 assessed 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

Following advertisement in the Edinburgh Evening News on 14th May 2019, 17 letters of representation 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 within the City Centre, Edinburgh World Heritage Site and New Town Conservation Area as defined by the adopted Edinburgh Local Development Plan.

Date registered

23 April 2019

Drawing numbers/Scheme

01-25,

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

Contact: Murray Couston, Planning Officer

E-mail:murray.couston@edinburgh.gov.uk Tel:0131 529 3594

Links - Policies

Relevant Policies:**Relevant Government Guidance on Historic Environment.**

LDP Policy Env 1 (World Heritage Site) protects the quality of the World Heritage Site and its setting.

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.

The New Town Conservation Area Character Appraisal states that the area is typified by the formal plan layout, spacious stone built terraces, broad streets and an overall classical elegance. The buildings are of a generally consistent three storey and basement scale, with some four storey corner and central pavilions.

Appendix 1

Application for Listed Building Consent 19/01981/LBC At BF - 1F, 22 Thistle Street North West Lane, Edinburgh Internal and External Alterations at number 22 Thistle Street North West Lane and removal of extension building at No. 20 Thistle Street North West Lane with erection of new building extension.

Consultations

Historic Environment Scotland

We have considered the information received and do not have any comments to make on the proposals. Our decision not to provide comments 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.

Archaeology

Further to your consultation request I would like to make the following comments and recommendations concerning this application for the change of use from offices to hotel with ancillary bar and restaurant; removal of existing and erection of new extension to form additional accommodation

The site occurs at the core of Edinburgh's 18th century New Town, occupying the rear of four properties fronting onto Queen Street. Historic mapping indicates that the site was originally occupied by mews buildings prior to the 1880's when the commercial bindery constructed for William Hunter at No 22 to the rear of 28 & 29 Queen Street. The second half or the 20th century saw these commercial premises converted first in to training facilities for the Society of Accountants, with the subsequent demolition and rebuilding of part of No20 in the 1980's.

Accordingly, the site and buildings have been identified as of local archaeological significance. Accordingly, this application must be considered under terms Scottish Government's Our Place in Time (OPIT), Scottish Planning Policy (SPP), Historic Environment Scotland's Policy Statement (HESPS) 2016 and Archaeology Strategy and CEC's Edinburgh Local Development Plan (2016) Policy 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.

Although undesignated this group of buildings are considered to be of local archaeological/historic interest, of particular interest is the former bindery occupying No22. This building is an important survival of the Old Towns Victorian publishing

industry. As such it is welcomed that this building is to be retained and converted. The facade of the adjoining No 20 would appear also to be in part contemporary with this main building; however, it has been significantly affected by latter 20th century alterations and demolitions. As such its loss, although adverse, would not be regarded as significant.

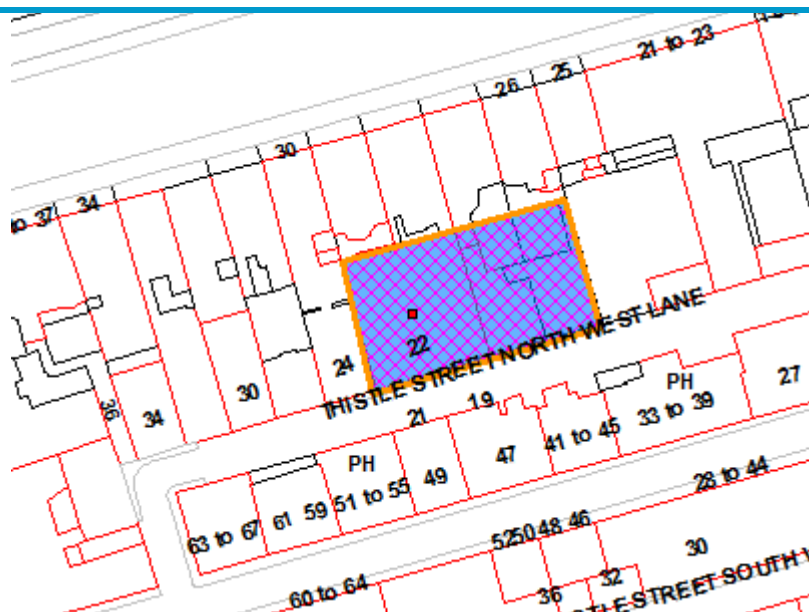
Overall the proposals are considered to have a low-moderate archaeological/heritage impacts. Accordingly, if consent is granted it is essential that a historic building survey (phased internal and external elevations and plans, photographic and written survey and analysis) is undertaken prior to and during any alterations and demolition. In addition, this work will be linked with an appropriate programme of archaeological excavation undertaken prior to/during demolition and any ground floor works in order to fully excavate, record and analysis any surviving archaeological 'buried' remains affected by such works.

It is recommended that the following condition be attached to ensure that this programme of archaeological works is undertaken:

'No demolition/development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (historic building survey, excavation, analysis & reporting, publication) 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.

Location Plan



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