

# Development Management Sub Committee

Wednesday 19 February 2020

**Application for Listed Building Consent 19/02085/LBC at 51 - 53 Lanark Road, Edinburgh, EH14 1TL. New build element tied to the rear of the existing building providing residential accommodation. The project is to be comprised of 8 apartments in total, 6 conversion units within the listed buildings and 2 units within the new build element. Associated internal and external alterations.**

Item number

Report number

Wards

B09 - Fountainbridge/Craiglockhart

## Summary

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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.

## Links

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[Policies and guidance for this application](#)

LDPP, LEN04, NSG, NSLBCA, HES, HESEXT, HESINT, HESROF, HESUSE, HESWIN, LEN03,

# Report

**Application for Listed Building Consent 19/02085/LBC at 51 - 53 Lanark Road, Edinburgh, EH14 1TL. New build element tied to the rear of the existing building providing residential accommodation. The project is to be comprised of 8 apartments in total, 6 conversion units within the listed buildings and 2 units within the new-build element. Associated internal and external alterations.**

## Recommendations

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

## Background

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### 2.1 Site description

The application consists of a group of listed buildings which, along with those nearby, shaped the core of the historic Slateford Village.

The site now sits near a busy road junction where Lanark Road and Inglis Green Road meet.

No. 51 is a category C listed building, dating from 1901. (Listing date: December 2008, listing reference: LB 28196).

It is a two storey building with a wide 4-bay hall over ground floor shop premises with simple Renaissance detailing on the ground floor. The building is in white painted render with painted coursed stone at 1st floor and red sandstone cornice, skews and finials. There is a modern plate glass shop front inserted into the centre of the ground floor elevation. Some of the windows are currently blocked.

No. 53 is a category B listed building. (Listing date: December 1974, Listing reference: LB 51269) It is an 18th century classical style 2- storey harled house with a later addition to the south west gable.

The properties have been internally joined in the past and utilised as office accommodation with the rear of the property being used as a car park. There are mature trees within the rear car parking area while a large garden area to the south is heavily covered in a variety of trees and large shrubs.

Directly to the east of the site is No. 47-49 Lanark Road, a C listed building which is a 2 storey shop and tenement which was converted to offices in the 1970s.

To the south east is No. 45 Lanark Road, the former Slateford Church, which is now in use as commercial premises and directly to the south of the former church is No. 45 the former manse building. Both of these properties are part of a group B listing.

## **2.2 Site History**

7 September 2005- Planning permission withdrawn for the conversion of existing offices to housing (as amended to omit new houses) (application number 05/01031/FUL)

7 September 2005- Listed Building Consent withdrawn for the conversion of existing offices to housing (as amended to omit new houses) (application number 05/01031/LBC)

## **Main report**

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### **3.1 Description of the Proposal**

The application is for listed building consent for the conversion of two listed buildings into six apartments and the erection of a two storey new build element comprising two apartments.

To the principal elevation of the building, two small conservation style rooflights will be formed and an existing bricked up window will be turned into a new door. Two of the other bricked up windows will also be returned to windows.

To the rear of the building, four conservation style rooflights will be installed. A small existing outshot will be removed and a two storey flat roofed extension will be erected. The extension will be finished in a mixture of white render to match that on the existing building and zinc.

Within the property the existing hall/stairway will be altered and the existing great hall will be subdivided and a mezzanine level installed. Other internal alterations include the formation of kitchen units in certain rooms and the subdivision of smaller secondary areas.

Previous Scheme:- A three storey rear extension was proposed as well as more intensive subdivision of the great hall space.

### **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 preserve the character and setting of the listed building;
- (b) representations raised have been addressed

#### **a) Character and Setting of the Listed Building**

Section 59 (1) of the Planning (Listed Building and Conservation Areas)(Scotland) Act 1997 states:-

*"In considering whether to grant planning permission for development which affects a listed building or its setting, a planning authority or the Secretary of State, as the case may be, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."*

LDP Policy Env 4 (Listed Buildings - Alterations and Extensions) 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 buildings interest; and any additions would be in keeping with other parts of the building.

#### **Use and adaptation**

Historic Environment Scotland's (HES) Managing Change in the Historic Environment guidance note on the use and adaptability of listed buildings is 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. The listed buildings in Scotland reflect a wide range of our history and culture, they contribute to our well- being culturally, socially and economically. We can't have these benefits without caring for these buildings. We need to make sure they have a long term future if we want to benefit from them in the long term*

*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. Once a building is empty or underused its long term future is immediately at risk*

The properties have been previously utilised as offices. However, one of the properties has been vacant for over a year and the building as a whole has been up for sale since October 2018. A suitable use for the property must now be found if its future is to be guaranteed.

Historic Environment Scotland's guidance note on the use and adaptability of listed buildings explains that the process of converting a building will have some impact on a building's special interest, regardless of how well it is handled.

## Interior

Historic Environment Scotland's Guidance Note on Managing Change in the Historic Environment: Interiors states that *The 'plan form' is the arrangement and division of internal spaces into rooms and circulation spaces such as halls, stairs and corridors, and is a key component of the character and special interest of any building. The interrelationship of rooms and circulation space is a reflection of the building's design, function, status and period. Where rooms are arranged to create particular spatial effects or views, the position of features such as doors, windows, fireplaces and cupboards can be significant.*

*Alteration to a historic building should protect its character. In general, the principal spaces in a building are more sensitive to change as these are the spaces that normally make the most significant contribution to its character*

The Council's Listed Buildings and Conservation Area guidance (LBCA) states *the original plan form of a building should always be respected. All major works of alteration should be limited to areas of secondary importance. There will be a particular requirement not to sub-divide, either vertically or horizontally, principal rooms and entrance/stair halls. Where the interior is of particular architectural or historical importance, subdivision will not be permitted. The degree of change to the plan form which may be acceptable will normally be dependent on previous alterations and use.*

This building has previously been subject to quite a high degree of intervention presumably when the property was converted into office accommodation, although much of the original plan form remains.

Historic Environment Scotland (HES) were consulted as part of the assessment of the application. They have confirmed that their involvement was restricted to No. 53, which is category B listed, whilst No. 51 is category C listed. They had no objections to the proposal, however they did make some recommendations. They suggested that the entrance stairs should not be subdivided, however, whilst on site visit it was apparent that this stair has already been subject to insensitive intervention in the past and the subdivision shall not materially harm the special interest of the building overall. HES also recommended that the proposed kitchen to be installed within the main room on the ground floor of No. 53 be restricted to the rear wall of the room. This room is large and does not benefit from a fireplace. The proposed kitchen units will not obscure any features of architectural merit and given the quite substantial size of the room will not over-dominate it.

The proposed alterations to the first floor of No. 53 are also fairly limited, involving the subdivision of one office room to the rear of the property and the formation of a kitchen to another small office room. Much of the existing floor plan will be retained and the features of special interest will remain.

The ground floor of No. 51 is of limited architectural merit and is divided as it contains a modern shop unit which is not within the application site.

The great (former Chalmers Memorial) hall on the 1st floor of No. 51, is of interest and remains relatively untouched. The proposal is to subdivide this room into two and to install a mezzanine level within the roof space.

The Council's archaeologist was consulted as part of the assessment of the application. The original design for this room was then altered after concerns were raised in terms of its impact upon the great hall. The proposed subdividing wall shall now be constructed away from the windows and the upper floor will be located above the original windows to the property, while the mezzanine floor will be set back from the walls enabling more of the hall's design and ornate wooden beams to be understood.

The proposal is a good compromise between providing adequate internal floor space within the proposal, utilising the building's size and height, and yet still preserving significant features of the historic hall.

## Roof

Historic Environment Scotland's Managing Change in the Historic Environment guidance note: Roofs states that *the addition of new features to principal or prominent roof slopes should generally be avoided. New dormers and roof lights should be appropriately designed and located with care.*

The Council's Listed Buildings and Conservation Area guidance (LBCA) states that roof lights are almost always the preferred solution instead of dormers, but these will not generally be permitted on roof slopes which are largely unaltered. Where acceptable, roof lights should be of conservation type and should be of an appropriate scale and proportion. The proposed number of roof lights will also be a deciding factor.

It is proposed that two small conservation style roof lights will be installed to the roof of the front elevation of No. 51. It is noted that the roof on the principal elevation of No. 53 already has two small roof lights present. The installation of the two small roof lights to the principal elevation of No. 51 will not materially affect the special interest of the listed building. Four conservation style roof lights will also be installed to the rear elevation of No. 51 and are also acceptable.

## Windows

Historic Environment Scotland's Managing Change in the Historic Environment guidance note: Windows states that subsidiary elevations are more suitable for the conversion of a window to a door. Where ever possible the width of the window shall be retained and the opening expanded downwards.

An existing window on the principal elevation of the property will be converted into a door. However, this window has already been previously blocked up, as is mentioned in the listing for the building. Its conversion to a door will match that of the front entrance door that currently leads into No. 51. The width of the window will be retained and its opening expanded downwards. Overall, the conversion of the window to a door will limit the intervention required within the listed building itself and will not harm the special interest of the historic building. There are two windows in the principal elevation of No. 53 which also appear to have been blocked up. It is proposed that these windows be reinstated with frames to match that of the existing building.

## Rear Extension

Historic Environment Scotland's guidance note Managing Change in the Historic Environment: Extensions states that *extensions must protect the character and appearance of the building, should be subordinate in scale and form, should be located in a secondary elevation and must be designed in a high quality manner using appropriate materials. It also notes that complimentary new work takes design cues from the profile, massing, bay rhythm, scale and proportion of the existing building but without replication of the details.*

The Council's non- statutory Listed Building and Conservation Area guidance highlights that extensions should not normally exceed 50% of the width of any elevation.

The proposed extension will be located on a secondary elevation, to the rear of No. 51, and will be no higher than the ridge line of the existing property. The proposed extension will not cover more than 50% of the rear elevation of No. 51 and when both properties are seen together the extension is proportionate in comparison to the overall building.

The proposal will have a flat roofed design, its external walls shall be finished in render to match that of the original building, while a modern zinc finish is also utilised. The proposal will also incorporate a rounded bay window similar to that on the original structure.

Overall the proposed extension will be subordinate in scale and form to the original building, will be located to a secondary elevation and designed in high quality and appropriate materials.

## Setting of listed buildings

Historic Environment Scotland's Guidance Note on Managing Change in the Historic Environment: Setting states that *setting can be important to the way in which historic structures or places are understood, appreciated and experienced. It can often be integral to a historic asset's cultural significance.*

*Setting often extends beyond the property boundary or 'curtilage' of an individual historic asset into a broader landscape context. Both tangible and less tangible elements can be important in understanding the setting. Less tangible elements may include function, sensory perceptions or the historical, artistic, literary and scenic associations of places or landscapes.*

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

The rear grounds of the site are currently fully utilised as a tarmac car parking area and are relatively secluded by other buildings, fencing and trees. The proposed extension will still enable a good proportion of the rear elevation of No.51 to be read while not obscuring any of features to the rear of No.53. The extension will only be two storey in height and will be subordinate in terms of scale to the existing building. Its materials are modern but complementary of the listed structure. The formation of the extension will have no significant impact upon the setting of the listed buildings.

With reference to the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 the proposals preserve the listed building, adjacent listed buildings and their settings, including any special architectural or historic interest they possess

The proposal complies with LDP policy Env 4, Env 3, the Non Statutory Listed Buildings and Conservation Areas guidance and Historic Environment Scotland's Managing Change in the Historic Environment guidance notes.

b) Issues raised by objectors

### **Material Representations - Objections**

- The great hall should not be subdivided this would damage its special interest, it should be retained as a single unit. This is addressed in section 3.3a.

### **Material Representations - Comment**

- The conversion to residential would provide a secure long term use for the buildings.
- Much of the proposed conversion works creatively with the internal spaces.
- No objection to the proposed extension to the rear of the property.

### **Non Material Representations - Objections**

- The hall could not be used as a community hall if subdivided. This is not a listed building consent consideration.

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

### **3.4 Conditions/reasons/informatives**

1. Prior to any work commencing on site details of the proposed external materials to be utilised shall be submitted for the written approval of the Council as Planning Authority.
2. No works shall be carried out to the existing windows without the prior written approval of the Planning Authority.

**Reasons:-**

1. To protect the special interest of the listed building
2. In order to protect the special interest of the listed building.

**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**

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**4.1 The financial impact has been assessed as follows:**

There are no financial implications to the Council.

**Risk, Policy, compliance and governance impact**

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5.1 Provided planning applications are determined in accordance with statutory legislation, the level of risk is low.

**Equalities impact**

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**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**

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**7.1 The sustainability impact has been assessed as follows:**

This application meets the sustainability requirements of the Edinburgh Design Guidance.

**Consultation and engagement**

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**8.1 Pre-Application Process**

There is no pre-application process history.

**8.2 Publicity summary of representations and Community Council comments**

The application received two objection comments, one of which also included positive comments. The issues raised are addressed in section 3.3b of this report.

## Background reading/external references

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- 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** 30 April 2019

**Drawing numbers/Scheme** 1-10, 11b, 12d,13d,14c,15a,16b,17a,18b,19,20a,

Scheme 2

### **David R. Leslie**

Chief Planning Officer

PLACE

The City of Edinburgh Council

Contact: Robert McIntosh, Planning Officer

E-mail:robert.mcintosh@edinburgh.gov.uk Tel: 0131 529 3422

## **Links - Policies**

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### **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.

#### **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.**

Managing Change in the Historic Environment: Extensions sets out Government guidance on the principles that apply to extending listed buildings.

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: Roofs sets out Government guidance on the principles that apply to altering the roofs 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.

Managing Change in the Historic Environment: Windows sets out Government guidance on the principles that apply to altering the windows of listed buildings.

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.

# Appendix 1

**Application for Listed Building Consent 19/02085/LBC at 51 - 53 Lanark Road, Edinburgh, EH14 1TL. New build element tied to the rear of the existing building providing residential accommodation. The project is to be comprised of 8 apartments in total, 6 conversion units within the listed buildings and 2 units within the new-build element. Associated internal and external alterations.**

## Consultations

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Historic Environment Scotland

No. 53 Lanark Road is a distinctive, 18th century Classical style 2-storey harled house with a later addition to the south west gable. Proposals to alter a listed building must be informed by, and respond to an understanding of the building's special architectural interest, and preserve or enhance its character and appearance.

The significance of a listed building's interior, or part of its interior, is usually derived from a number of factors, including the degree to which an interior remains intact from key periods in its history. The plan form, that is the arrangement and division of internal spaces into rooms and circulation spaces such as halls and corridors is a key component of the character and special interest of any building. Historic features such as doors, windows, fireplaces, cupboards and decorative plasterwork also make a significant contribution to the building's special interest.

The listed building retains much of its original plan form, including a series of bow ended rooms and a reception hallway with curved stone staircase and cast-iron balusters. Interior features include historic chimneypieces, 6-panel timber doors and timber panel shutters to the windows. Much of the original decorative plasterwork has been retained including, on the first floor a particularly fine coffered ceiling. This room has a tripartite window flanked by pilasters with Corinthian capitals and a lintol-piece incorporating Classical swag motifs.

The proposals would see the house, along with adjoining category C listed Former Chalmers Memorial Hall converted to residential use. For the avoidance of doubt, our comments relate only to the proposals that would impact on category B listed No. 53 Lanark Road. Our assessment of the proposals is set out below:

## Entrance hallway

The proposals for No. 53 would see the subdivision of the entrance hallway resulting in the loss of the historic stair's balusters and would, in our view diminish the character and appearance of the original entrance hallway. We would ask that further consideration be given to the form of subdivision of the house to enable character of this distinctive space to be retained.

## Flat 2, kitchen/living room

The proposed conversion of the large, bow ended ground floor room to form a kitchen/living room would see the kitchen extending along almost to the centre of the fireplace wall. Although there is currently no chimneypiece in this large, formal room we would suggest that restricting the kitchen to the rear wall and inserting a chimneypiece in the location of the existing, blocked but vented flue, could enhance the character and appearance of this room.

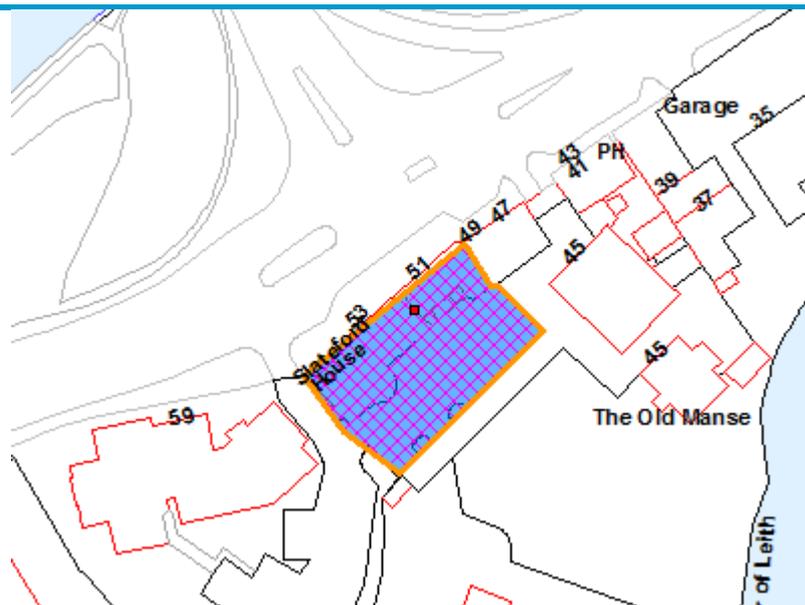
## Proposed external door

The plans indicate that a blocked original ground floor window opening on the Lanark Road elevation would be converted to form a new external doorway. There is no detail provided of this proposal. There is a presumption in favour of retaining a fenestration pattern that contributes to a listed building's special interest. In this instance the blocked window, which retains its decorative stone margins, forms part of a symmetrical composition on the north elevation. We would therefore ask that this element of the scheme be given further consideration.

As there is no detail of this proposal, we are therefore unable to fully assess the potential impact of this element of the scheme on the building's special interest.

## Location Plan

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