

Development Management Sub Committee

Wednesday 18 March 2020

**Application for Listed Building Consent 19/05993/LBC.
at 21 West Mayfield, Edinburgh, EH9 1TQ.
Alterations to existing lightwells, formation of new
lightwells and courtyard, formation of basement short term
holiday let unit, alterations to basement of existing short
term holiday let unit, along with associated external
alterations and drainage.**

Item number

Report number

Wards

B15 - Southside/Newington

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. The proposals meet the requirement of section 14 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

Links

[Policies and guidance for this application](#)

LDPP, LEN03, LEN04, LEN06, NSG, NSLBCA, HES, HESINT, HESWIN, HESUSE, CRPCMP,

Report

**Application for Listed Building Consent 19/05993/LBC.
at 21 West Mayfield, Edinburgh, EH9 1TQ.**

Alterations to existing lightwells, formation of new lightwells and courtyard, formation of basement short term holiday let unit, alterations to basement of existing short term holiday let unit, along with associated external alterations and drainage.

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 located on the south side of West Mayfield in a residential villa area.

The building is a large, detached, two storey villa with basement and attic, and single storey wings adjoining its north and south sides. It was built circa 1870, with 20th century alterations. It is category C listed (25.03.1997 (ref. 44441)).

It has sandstone stone walls, a slate roof and two columns of bay windows at ground and first floor levels on the rear elevation. The existing windows are predominantly sash and case, with some pivot windows on the single storey wing to the east.

The front garden is largely surfaced in gravel and is bounded by a low coped rubble wall to the street with replacement railings on the street frontage. The rear garden grounds are extensive and slope downwards from the elevated position of the villa, towards the south.

This application site is located within the Craigmillar Park Conservation Area.

2.2 Site History

17.08.1995 - Planning permission refused for change of use from hostel to hotel (as further amended) (application reference number 94/02814/FUL)

30.07.1997 - Planning permission refused for alterations, subdivision and change of use from hostel to house and guest house (application reference number 97/00422/FUL).

06.12.1998 - Planning permission granted for change of use from hotel to form 3 flats and form additional run in at west end (as amended) (application reference number 98/02462/FUL).

01.10.2014 - Proposed alterations to ground floor accommodation to form 2 no. shared residential units, (in part retrospect) (application reference number 14/03503/LBC).

09.01.2015 - Planning permission granted for proposed alterations to ground floor accommodation to form 2 no short term holiday let units (application reference number 14/03503/FUL).

22.04.2015 - Listed Building Consent granted for proposed alterations to basement floor accommodation to form one short term holiday let unit (application reference numbers 15/00801/FUL and 15/00801/LBC).

19.04.2017 - Planning and Listed Building Consent granted for alterations to existing light wells, proposed single storey rear extension, alteration of basement for short term holiday let unit (as amended) (application reference numbers 17/00707/FUL and 17/00708/LBC).

17.12.2019 - Planning application submitted for alterations to existing lightwells, formation of new lightwells and courtyard, formation of basement short term holiday let unit, alterations to basement of existing short term holiday let unit, along with associated external alterations and drainage. This application is pending determination (application reference number 19/05991/FUL).

Main report

3.1 Description of the Proposal

The proposals include the following works:

The works to the existing short term let unit to the east comprise:

- Formation of a new bedroom and en-suite within existing basement storage area;
- Installation of French doors and `Slimlite' windows on each side of bay at basement level, serving the proposed bedroom;
- Formation of new light-well with a retaining wall, surrounding rear facing doors and bay window;
- Replacement of the existing basement beam;
- Installation of a replacement staircase leading from room in serviced apartment above.

The works to the existing basement to the west comprise:

- Re-configuration of existing layout at basement level, to form a three bedroomed, short term let unit, with an open plan kitchen/ living /dining room;
- Formation of new patio doors and window in `Slimlite' glazing, facing onto proposed low level, rear courtyard, with retaining walls;

- Formation of open stairwell leading to the entrance of new apartment from proposed sunken courtyard;
- Formation of new French doors and `Slimlite' windows on sides of rear facing bay, to serve proposed bedroom;
- Installation of replacement ('Slimlite') window on east elevation.
- Replacement of existing window to form an entrance door to the proposed courtyard.

The following statement has been submitted in support of this application and is available to view on the Council's Online Planning and Building Standards records:

Statement in support of replacement beam.

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 proposal will impact on the character or special interest of the listed building or its setting;
- b) the proposal will detract from the character or appearance of the conservation area;
- c) any comments have been addressed.

a) Character and Special Interest of Listed Building

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.*

Historic Environment Scotland's (HES) Managing Change in the Historic Environment Guidance on the use and adaptability of listed buildings is applicable. This 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.

HES'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.

HES's guidance on Managing Change - 'Roofs, Extensions, Settings, Boundaries and Interiors' sets out the principles that apply to altering listed buildings and how it should inform planning policies.

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.

Impacts of External Alterations

The changes proposed to the building's exterior mainly comprise of window and door alterations with associated lightwells and a sunken courtyard.

HES Managing Change guidance on Windows states that the size, shape proportions, pattern and materials of windows and method of opening all contribute to the character of the historic window. This guidance also advises that new openings must be carefully located to avoid disruption to the external and internal context.

The Council's Guidance on Listed Buildings and Conservation Areas states that: *Proposals to convert windows to door openings will not be considered acceptable on principal frontages or above garden level on all other elevations. Where acceptable, the width of the existing opening should not be increased. Normally, only one set of French windows will be permitted. Entirely new window openings are unlikely to be acceptable on principal elevations as this can create an unbalanced composition.*

The new sets of new windows and French doors proposed at basement level on the south elevation are located within proposed lightwells. They would be screened from view by metal grilles. Their appearance would be partially obscured from view by the metal fencing surrounding a proposed sunken courtyard. Although the proposed works affect a principal elevation, they will not detract from the proportions or appearance of this facade. Also, as there are no formal rooms within this largely unused basement area, they will have no detrimental impacts on the building's interior.

The additional set of French doors proposed on the east side of the building would be visible at close quarters. However, their location within an enclosed, sunken courtyard would restrict their range of view. The mainly symmetrical proportions on this elevation, would therefore be preserved, thus safeguarding this element of the building's character. A relaxation to the Council's guidance on the number and position of French doors and windows proposed on this elevation is considered justifiable in these circumstances.

The new set of French doors proposed in the courtyard are the same width as the existing window openings and have the same window pattern as existing windows on this elevation. The proposals therefore accord with both the relevant Managing Change guidance and the Council's guidance on Listed Buildings and Conservation Areas in these respects.

The proposed metal railing surrounding the sunken courtyard are traditional in style and painted black, in keeping with the building's character. The proposed external staircase located within the sunken courtyard to the rear, is discreetly located and would not impact on the building's character or setting. The new metal railings surrounding this courtyard, which are traditional in style and painted black, are in keeping with the character of this building.

Two of the replacement windows proposed at basement level on the front elevation are situated within the existing window openings. Although their design incorporates a non-traditional, tilt and turn opening mechanism, they will be positioned within an enlarged lightwell and hidden from view by replacement grilles. The same would apply to the new window opening proposed at basement level on this elevation. A relaxation to the Council's guidance on Listed Buildings and Conservation Areas, in terms of the window design and opening method, is considered justifiable at these enclosed locations.

All new glazing proposed consists of slim profile, double glazing, in accordance with the recommendations of the Council's Guidance on Listed Buildings and Conservation Areas. HES Managing Change guidance on windows, also recognises that some types of double glazing are appropriate for use on listed buildings.

The proposed works to the lightwells accord with the Council's guidance on Listed Buildings and Conservation Areas which states that light wells in basements will only be permitted where they are part of the character of the street and are covered with a flush metal grille.

The proposed external alterations are generally low profile in form and respectful of the character and special interest of the listed building. The use of good quality, traditional materials will also ensure that the building's character is safeguarded.

Internal Alterations

The proposed formation of an enlarged, replacement stairwell within the existing serviced apartment is located at one side of the room and would not be conspicuous from the outside. It does not impact on any particular features of architectural significance within this room and its location is considered acceptable in these circumstances.

The proposed works to convert the basement level to visitor accommodation will not impact on the building's character or special interest. The basement space is currently in a poor condition and contains no features of special interest. There would be no significant impact on the original room layout or proportions.

The supporting timber beam within the basement is currently in a poor condition. It does not make a significant contribution to the character of this listed building and its replacement with a stronger, steel beam would protect the building's structural stability.

The proposed works to convert the basement level to visitor accommodation, including formation of proposed room layout, will not affect any features of special interest. This existing basement area is in a poor condition and contains no features of special interest. There would be no significant impact on the original room layout of proportions. The proposals will not impact on the building's character or special interest.

The proposals, which preserve the special character and appearance of the listed building and will not adversely affect any features of special architectural or historic interest, comply with Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997. These alterations provide for the adaption of the accommodation within this substantial sized property, to suit modern day requirements and help secure its long term future.

b) Character and Appearance of Conservation Area

Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states:

In exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Policy Env 6 (Conservation Area- Development) of the LDP requires development proposals to preserve or enhance the character or appearance of the conservation area and is consistent with the relevant conservation character appraisal.

The West Mayfield Conservation Area Character Appraisal notes:

The distinct pattern of detached, semi-detached and terraced mainly Victorian houses oriented towards the street frontages, set within significant gardens. Consistency is provided by the very regular building lines, with all properties set back behind a front garden. The mature gardens soften the stone buildings and create an open landscaped structure which characterises the Conservation Area. The properties also have significant rear gardens.

The proposed use of high quality, traditional materials on the external alterations is in keeping with the high quality stone-built architectural elements of the area's character. The low profile, largely inconspicuous alterations to the front of the building, including the light wells, respect the character on the existing street frontages.

The spacious qualities of the large rear garden will be retained. The proposals would have little impact on the existing landscaping and no mature trees which would be affected by these works, thereby safeguarding the area's landscape character.

With reference to the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 the proposals preserve the character and appearance of the conservation area. There are no adverse impacts on the setting of the conservation area. The proposals will therefore preserve and enhance the character and appearance of the conservation area, in compliance with LDP Policy Env 6 Conservation Areas- Development).

c) Matters Raised in Representations

Material Issues

- Concerns regarding potential overdevelopment of property and associated harm to listed building interior - this is addressed in section 3.3a)
- Impacts of proposed lightwells on character and symmetry of building and conservation area- this is addressed in section 3.3a) and b).

Matters not material to Listed Building Application

- Impacts on neighbouring amenity- This issue is addressed in the report on the relevant planning application (application number 19/05991/FUL).

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. The proposals meet the requirement of section 14 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

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

3.4 Conditions/reasons/informatives

Informatives

It should be noted that:

1. The works hereby permitted shall be commenced no later than the expiration of three years from the date of this consent.

Financial impact

4.1 The financial impact has been assessed as follows:

There are no financial implications to the Council.

Risk, Policy, compliance and governance impact

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

Equalities impact

6.1 The equalities impact has been assessed as follows:

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

Consultation and engagement

8.1 Pre-Application Process

There is no pre-application process history.

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 10 January 2020.

Two representations were received, both of which were objections, one of which was from The Architectural Heritage Society of Scotland.

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 application site is situated in the Urban Area and is included within the Blackett Conservation Area, as designated in the Edinburgh Local Development Plan.

Date registered

17 December 2019

Drawing numbers/Scheme

01-05, 06B-08B, 09,10,,

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.

LDP Policy Env 6 (Conservation Areas - Development) sets out criteria for assessing development in a conservation area.

Relevant Non-Statutory Guidelines

Non-statutory guidelines 'LISTED BUILDINGS AND CONSERVATION AREAS' provides guidance on repairing, altering or extending listed buildings and unlisted buildings in conservation areas.

Relevant Government Guidance on Historic Environment.

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: Windows sets out Government guidance on the principles that apply to altering the windows 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.

The Craigmillar Park Conservation Area Character Appraisal emphasises the predominance of high quality stone-built Victorian architecture of limited height which provides homogeneity through building lines, heights, massing and the use of traditional materials, and the predominant residential use.

Appendix 1

Application for Listed Building Consent 19/05993/LBC

At 21 West Mayfield, Edinburgh, EH9 1TQ

Alterations to existing lightwells, formation of new lightwells and courtyard, formation of basement short term holiday let unit, alterations to basement of existing short term holiday let unit, along with associated external alterations and drainage.

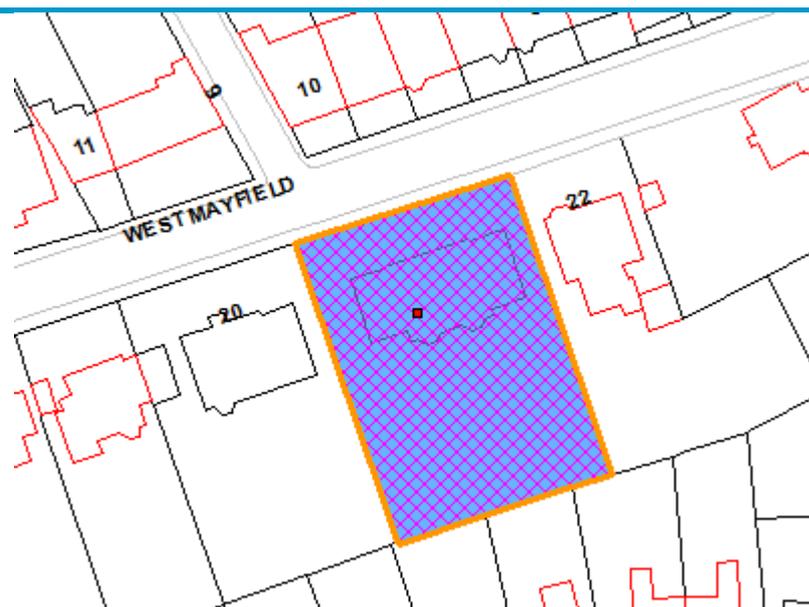
Consultations

City Archaeologist

Further to your consultation request, the following comments and recommendations are provided concerning these linked LBC & FUL applications for alterations to existing lightwells, formation of new lightwells and courtyard, formation of basement short term holiday let unit, alterations to basement of existing short-term holiday let along with associated external alterations and drainage.

These applications affect a listed Victorian villa constructed in the 3rd quarter of the 19th century on the site of former 18th/19th century orchards/market gardens. Having assessed the likely impact of these linked applications it has been concluded that there are no significant archaeological implications regarding either possible buried remains nor upon the listed building.

Location Plan



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