

Development Management Sub Committee

Wednesday 18 March 2020

Application for Listed Building Consent 19/02154/LBC at 95, 95A and 95B Craigmock Road, Edinburgh, EH4 3PE. Demolition of office extension, reinstatement of historic walls and extension to existing stable with associated works.

Item number

Report number

Wards

B05 - Inverleith

Summary

The proposal complies with The Planning (Listed Building and Conservation Areas) Scotland Act 1997 and has special regard to the desirability of preserving the building and its setting and does not adversely affect any features of special architectural and historic interest.

Links

[Policies and guidance for this application](#)

LDPP, LEN03, LEN04, LEN02, HES, HEPS, HESINT, HESUSE, NSG, NSLBCA, NSGD02, HESEXT, HESDEM, HESINT, HESUSE, HESSET, NSG, NSLBCA,

Report

Application for Listed Building Consent 19/02154/LBC at 95, 95A and 95B Craigmock Road, Edinburgh, EH4 3PE. Demolition of office extension, reinstatement of historic walls and extension to existing stable with associated works.

Recommendations

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

Background

2.1 Site description

The site, known as Craigmock Castle, is situated on the eastern side of Corstorphine Hill and accessed via a private driveway leading from Craigmock Road.

The present B-listed castle would appear to be constructed in four main phases from an original Z plan Towerhouse constructed in 1547 for Edinburgh merchant William Adamson, with a 17th century eastern extension and 19th century extensions by both Playfair and Leadbetter. To the rear and sides of the house are the remains of the castle's walled gardens, parts of which would appear to date back to the 16th/17th century, along with evidence of 17th/18th century landscaping features (ha-ha to north of castle) and a B-listed former stable block. The buildings were listed on 14 July 1966 (reference 28014).

There is also a large (1135 square metre) 1960's office block extension to the original castle, of a utilitarian single storey design, with a flat roof, and finished in glass and timber.

The site lies within the designated Special Landscape Area of Corstorphine Hill, is designated Open Space, lies within a blanket Tree Preservation Order (TPO) area and forms part of the Green Belt.

2.2 Site History

17 August 1967 - Planning permission granted for change of use and erection of extension to castle. Application reference: 00942/67.

17 November 2014 - Planning permission granted for change of use from commercial to single dwelling residential (as amended). Application reference: 14/03815/FUL. No evidence has been submitted to the planning authority that this consent has been taken up and this permission has expired.

20 May 2017 - Applications for planning permission and listed building consent withdrawn for demolition of auxiliary buildings and erection of new 60 bedroom care home. Application reference: 16/04744/FUL and 16/04792/LBC.

24 May 2017- Planning permission refused for the demolition of auxiliary buildings and erection of new 60 bedroom care home. Application reference: 17/01824/FUL. Application refused on potential impact upon trees, impact on archeology, failure to satisfy the tests for demolition of the stable block and potential impact upon Greenbelt and special landscape area.

24 May 2017- Listed building consent refused for the demolition of auxiliary buildings within grounds of listed castle: demolition of stables building, demolition of office extension. Alterations to existing, and erection of additional garden wall. All stonework to from the demolition of the stables to be re-purposed in new castle garden wall. Application Reference: 17/01823/LBC. Application refused due to impact on listed building and failure to meet the tests for the demolition of the listed stable block.

Main report

3.1 Description of the Proposal

The application proposes works to the interior of the listed castle, the demolition of a large 1960's office block adjoining the castle at its south east corner, the reinstatement of historic walls and an extension to the existing Victorian stable block in the south east corner of the site.

Internally within the castle new partition walls shall be formed and some doorways infilled. A selection of existing non original partition walls will also be removed.

The existing office block is a 1960's extension to the original castle, of a utilitarian single storey design, with a flat roof, and finished in glass and timber. The office block is substantial with a site area of 1135 square metres, greater than the site area of the original castle building at 360 square metres. The extension will be entirely removed and the stonework below the turret where the extension connects to the castle will be reinstated, while a stone balustrade will also be reinstated.

The proposed nursing home will cover a site area of 1530 square metres. It will be separated from the main castle building but will be attached to the coach house located to the south eastern corner of the site. It will be two storeys in height apart from the south-east corner of the site where it slopes down to permit a lower ground floor element. The nursing home will have a maximum height of approximately 10 metres along its eastern elevation. However over the majority of the building it will be no taller than the existing coach house at roughly 7.4 metres.

The principal elevation of the proposal will have a mixture of modern and traditional design and materials. It will have glazed elements, and render together with traditional materials like natural stone, reconstituted stone, zinc and pitched roofs. The front and side elements of the proposal will largely have pitched roofs while the rear of the proposal will have a flat roof and will largely be finished in render.

Supporting Documents

The following supporting documents have been submitted in support of the application:

- Heritage Statement;
- Visualisations.

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 proposal would preserve the character and setting of the listed buildings on the site.

a) Character and Setting of Listed buildings on the Site

Craigcrook Castle is category B listed and mainly of 17th century construction, with later additions. The large office building which is attached to the original castle building is now proposed to be demolished and can be classed as substantial demolition.

Section 14 (2) of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 states:

"In considering whether to grant listed building consent for any works, the planning authority..., 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".

Paragraph 4 of Historic Environment Scotland Policy Statement 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 we should undertake our 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.

The Council's non statutory guidance for Development in the Countryside and Greenbelt states that *Development in the countryside and greenbelt should protect the rural character of the area. In order to protect its setting, existing landscape features should be protected and the impact of obtrusive suburban clutter associated with the development such as roads, lamp posts, pavements, car parks and boundary features should be minimised*

Craigcrook Castle and its rural setting are significant for architectural and historic reasons. The original towerhouse around which the castle has been built has stood on this site since 1547. The building has been designed as a set piece with a walled garden, landscape features and stable block. Extensions to the building are architecturally significant by well known architects.

Craigcrook Castle - demolition works

Historic Environment Scotland's Managing Change guidance on the demolition of listed buildings states that the removal of smaller parts of a building, like small scale extensions should be assessed as alterations rather than demolition. However, in this instance the office building is substantial and its removal should be classed as demolition.

The guidance sets out the criteria for the demolition of a listed building as follows;

Where the application proposes the demolition of a listed building applicants will be expected to provide evidence to show that:

- a. the building is not of special interest or*
- b. the building is incapable of repair or*
- c. the demolition of the building is essential to delivering significant benefits to economic growth or the wider community or*
- d. the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period*

Policy Env 2 (Listed Buildings- Demolition) of the Local Development Plan (LDP) advises that the demolition of a listed building will only be supported in exceptional circumstances, taking into account the condition of the building and cost of repairs and maintenance, the adequacy of efforts to retain the building and the merits of alternative proposals for the site and whether public benefits to be derived from the demolition outweigh the loss.

The existing office block is a 1960's addition to the original castle, of a utilitarian single storey design, with a flat roof, and finished in glass and timber. It is not of special interest. The proposed demolition of this building will not adversely impact on the special importance of the castle building and the demolition of this aspect is supported as it will allow for the castle to be seen as a standalone building. There are no features of the existing office block which merit retention. The demolition meets criteria (a) of the Managing Change guidance.

The demolition of the office block complies with LDP policy Env 2 and associated HES guidance and positively preserves the character of the listed building, its features of special interest and its setting.

Craigcrook Castle - setting

Historic Environment Scotland's document 'Managing change in the Historic Environment - Setting' states - *Setting is the way the surroundings of a historic asset or place contribute to how it is understood, appreciated and experienced. 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.*

The document states that where development is proposed it is important to:

- Identify the historic assets that might be affected;
- Define the setting of each historic asset and
- Assess the impact of any new development on this.

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 appearance or character of the building, or to its setting.

The demolition of the substantial, dilapidated, office block extension, which is directly attached to the castle and the small reinstatement works proposed will be a benefit to the listed castle and its setting. The office block has clearly been designed to minimise its impact upon the castle. However, it is still highly visible from the principal elevations of the castle and from the castle windows. Its obvious disrepair has only increased the negative impact it has on the listed building. The existing office building does currently have a highly negative impact upon the special interest of the listed castle and its setting.

Historic Environment Scotland (HES) in its consultation response concur that the removal of the office extension would enhance the immediate setting of the Castle.

The demolition and alterations have a positive impact on the main listed building (Craigcrook Castle) and its setting.

Whilst it has been established the removal of the dilapidated office block will improve the special interest and setting of the listed castle, the impact the proposed nursing home on the setting of Craigcrook Castle must also be assessed.

The proposed nursing home will be large. However, it will not be an extension to the original castle building. Instead it will be constructed a minimum of approximately 44 metres away from the castle, set away from principal views leading up to the castle and angled away from the castle building itself. The proposed nursing home will largely be of two storey height and shall be screened from the castle by the planting of trees and reinstatement of stone walls. While it will still be noticeable within the castle grounds, it will have far less of a negative impact upon the setting of the castle building than the current office and will overall be a gain to the setting of the castle.

Overall, the proposed works preserve the character and setting of Craigcrook Castle and represent an enhancement of its features of special architectural and historic interest.

Stable Block - Extension and Alterations

The stable block is listed as being within the curtilage of Craigcrook Castle. The new care home will be attached to this listed structure and so has to be assessed against the same HES Managing Change guidance and LDP policies as the works to the main listed building. However, being an ancillary curtilage building of less architectural interest than the castle, there is greater scope for change.

Historic Environment Scotland's (HES) Managing Change in the Historic Environment guidance note on extensions states that extensions:

- must protect the character and appearance of the building;
- should be subordinate in scale and form;
- should be located on a secondary elevation;
- must be designed in a high quality manner using appropriate materials.

Previous applications for the construction of a nursing home at the site have involved the demolition of the stable block. It is now proposed that the block be renovated and will be the focal point and main entrance to the nursing home.

Policy Env 4 (Listed Buildings - Alterations and Extensions) 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.

The existing stable block is formed of sandstone walls, with a slate roof. The applicant has provided details of a fire which took place in 1995 in the stable block and has advised that the roof timbers, windows, doors, chimney pots, roof ventilators, flashings, interior trim and tarmac landscape setting are non-original.

Regardless of the repair work which took place after the fire, there remains historic value to the stable building. The renovation and re use of the stable block is therefore encouraged.

The alterations to the stable block itself are sensitive to the building's design (replacement of like for like sash and case windows with slim line double glazing and overhauling of existing slate roof).

The extension to the stable block will largely be the same overall height as the existing building and will utilise large glazed link elements and the use of pitched roofs and some traditional materials to the principal elevation. The extension will, however, be substantially larger than the existing building and cannot be said to be subservient in scale and form. Nevertheless, the stable block will be renovated and will form the main focal point and entrance to the care home. The bulk of the proposed extension will be to the rear of the stable block and will be on the existing car park area.

It is also noted that the heritage statement provided with the application appears to show that historically there were a large amount of further ancillary buildings which were attached to and were sited around the stable block.

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. A buildings 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 HES guidance note on the use and adaptability of listed buildings also 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.

Whilst it is acknowledged that the extension to form the care home will have some impact upon the special interest of the stable block, due to its size, it is noted that the stable block is an ancillary curtilage building which appears to have had numerous other large structures connected to it and around it historically as it was set away from the main castle. The stable block will be carefully renovated and the extension is also well designed in high quality materials sensitive to the character of the listed building. The proposed extension will ensure that the stable block is kept in use and that its future is secured.

The proposed extension broadly complies with LDP policy Env 4 and the HES Managing Change in the Historic Environment guidance note on the use and adaptability of listed buildings.

Walled Garden

The application also proposes the re-erection of a walled garden area to be associated with the care home. This will utilise parts of the historic walled garden which remain on the site and large sections of new wall will be formed around the area which would have been historically occupied by the walled garden boundaries. The principle of the formation of this feature is supported and would further positively benefit the setting of the castle.

Craigcrook Castle - alterations

Historic Environment Scotland's document 'Managing change in the Historic Environment - External Walls' states every effort should be made to repair the external walls of a historic building and alterations or repairs should protect its character. Walls are valuable in their own right as major elements in the design of a historic building and for their practical performance and appearance. In this case, the removal of the extension will allow the re-instatement of the original walls and this is supported by HES guidance and LDP policy Env 4.

HES in their consultation response stated *Of additional importance to us, the care home development is coming forward with proposals for the conversion and re-occupation of Craigcrook Castle into a single residential dwelling. We are supportive of the proposed alterations within the Castle - the interior remains of significance (especially the main rooms on the ground floor) and these would be retained within the proposals. Externally, apart from removal of the office extension, which would enhance the immediate setting of the Castle, no major alterations are being suggested*

The proposed internal alterations to the castle are limited and are acceptable. The interior remains of significance (especially the main rooms on the ground floor) and these would be retained within the proposals. Overall, the alterations positively preserve the character of the listed building, its features of special interest and its setting.

Conclusion- Character and Setting of Listed buildings on the Site

The applicant has put forward an argument that the new care home will enable the removal of the existing office building, the reinstatement works to the castle and its gardens, renovation of the stable block and ensure the future use of the existing listed buildings. However, the applicant is not putting forward a case that this is enabling development. There is no suggestion that the buildings are at risk but the proposals must be assessed against the statutory test under S14 of the Planning (Listed Building and Conservation Areas)(Scotland) Act 1997 as noted in the determining issues set out above.

HES in their consultation response commented that *"We can now see that these current proposals, while still involving a substantial care home building, have been developed with a more considered understanding of the cultural significance of Craigcrook. The later 19th century stables and earlier garden walling would be retained and incorporated into the proposals, which we support and, from a purely LBC standpoint, we no longer object to the proposals"*.

It has been shown that there are many positive aspects to the proposal in terms of the works to the main castle building and its setting. It is also positive that the stable block is to be renovated and the garden walls of the castle are also to be reinstated.

The extension to form the care home will have some impact upon the special interest of the stable block, due to its size. However, the stable block is an ancillary curtilage building which appears to have had numerous other large structures connected to it and around it historically. The stable block will be carefully renovated and the extension is well designed in high quality materials sensitive to the character of the listed building. The proposed extension will ensure that the stable block is kept in use and that its future is secured.

HES in their consultation response commented that *Due to its history and significance, we have been concerned in recent years over the Castle's future*"

The proposed renovation and change of use of the castle back to a residential dwelling will also protect its future.

Overall it can be said that the proposals preserve the listed buildings on the site and their setting in accordance with the Planning (Listed Building 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:

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 meets 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

Date registered 3 May 2019

Drawing numbers/Scheme 01;02a;03;04;05a;06;07;08;09a;10a;11a;12b;13b,14,15a,16,

Scheme 2

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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 2 (Listed Buildings - Demolition) identifies the circumstances in which the demolition of listed buildings will be permitted.

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.

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.

Non-Statutory guidelines Edinburgh Design Guidance supports development of the highest design quality and that integrates well with the existing city. It sets out the Council's expectations for the design of new development, including buildings, parking, streets and landscape, in Edinburgh.

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: Demolition sets out Government guidance on the principles that apply to the demolition of 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: 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: Setting sets out Government guidance on the principles that apply to developments affecting the setting of historic assets or places.

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.

Appendix 1

Application for Listed Building Consent 19/02154/LBC at 95, 95A and 95B Craigmock Road, Edinburgh, EH4 3PE Demolition of office extension, reinstatement of historic walls and extension to existing stable with associated works.

Consultations

Historic Environment Scotland.

Craigmock Castle was originally constructed in the mid-16th century as a Z-plan fortified house by the Edinburgh merchant William Adamson. A number of subsequent development phases followed; including, a full height 17th century eastern extension, significant 19th century additions and remodelling by William Playfair, and a further eastern extension by Thomas Leadbetter in 1891. The work of Playfair is associated with Lord Jeffery, a prominent Scottish Judge and literary critic. Craigmock is highly significant due to the survival of 16th century fabric, and later additions associated with leading Scottish figures of the 19th century.

Due to this history and significance, we have been concerned in recent years over the Castle's future as proposed development has focused on the construction of a care home within the grounds. We objected to two previous listed building consent (LBC) applications.

We can now see that these current proposals, while still involving a substantial care home building, have been developed with a more considered understanding of the cultural significance of Craigmock. The later 19th century stables and earlier garden walling would be retained and incorporated into the proposals, which we support and, from a purely LBC standpoint, we no longer object to the proposals. (We are not consulted on the planning permission as it concerns setting of a B listed building).

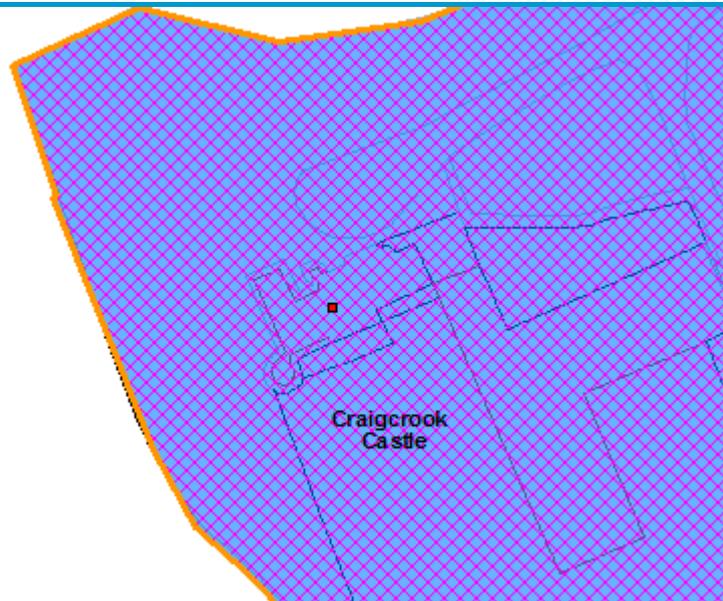
Of additional importance to us, the care home development is coming forward with proposals for the conversion and re-occupation of Craigmock Castle into a single residential dwelling. We are supportive of the proposed alterations within the Castle - the interior remains of significance (especially the main rooms on the ground floor) and these would be retained within the proposals. Externally, apart from removal of the office extension, which would enhance the immediate setting of the Castle, no major alterations are being suggested.

Should the application be approved we would expect that the re-occupation of the Castle should go ahead before, or at least in tandem, with the care home development. What we don't see within the application is an indication of how these different elements of the proposals would be delivered and by who, i.e. is it the intention of the applicant to carry out the works to the Castle and then place it on the open market? - This appears potentially logical given the extent of landscaping works required for the Castle and care home. We therefore think this is an instance where your Council should consider a

condition, legal agreement, or other mechanism, that can link development of the care home together with the reuse of the Castle, and ensure that no further development is required on the site.

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/conservation area consent, together with related policy guidance.

Location Plan



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