

Development Management Sub Committee

Wednesday 8 September 2021

**Application for Listed Building Consent 20/03902/LBC
At Kirkland House, 2 The Trefoil Centre, Gogarmuir Road
Alter Residential Institution (care home/hospice) to from
Houses. Removal of non original extensions to North & West
of the property, replaced with new town houses. Internal
alterations to retained property. Remove and replace
existing glazing with double glazing & upgrade existing
services. New parking and landscaping arrangements.**

Item number

Report number

Wards

B01 - Almond

Summary

The proposals comply with the Planning (Listed Building and Conservation Areas) Scotland Act 1997 as they preserve the character and setting of the listed building and do not adversely affect any features of special architectural and historic interest.

Links

[Policies and guidance for this application](#)

LDPP, LEN04, HES, HESEXT,

Report

Application for Listed Building Consent 20/03902/LBC At Kirkland House, 2 The Trefoil Centre, Gogarmuir Road Alter Residential Institution (care home/hospice) to from Houses. Removal of non original extensions to North & West of the property, replaced with new town houses. Internal alterations to retained property. Remove and replace existing glazing with double glazing & upgrade existing services. New parking and landscaping arrangements.

Recommendations

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

Background

2.1 Site description

The application site relates to a collection of buildings and surrounding grounds which have had a number of former uses. Originally a formal mansion style house which has been known as Kirklands. The site has previously been part of the Trefoil Centre, a special needs school and in long standing institutional use. The site was most recently in use as a temporary care home by St Columba's Hospice. However, they vacated the site in 2014.

The original house was built in 1868 as an L shaped mansion in a domestic Scots Baronial design which replaced an earlier cottage. It is a category B listed building (listing reference LB27642, listed 8 March 1994). The listing also includes the surrounding garden walls and a freestanding Corinthian column to the south of the house.

The building was first extended around 1890 to the west. However, its use as the Trefoil Centre from the early 1950s resulted in a number of considerable extensions including additions to create a further west wing, front extension and linked buildings to the north west.

Outwith the application site there are a number of buildings associated with the original house which are in residential use, including the original gate house, lodge house and a stable block.

The site is around 1.7 hectares and lies between the west of the A720 City Bypass and to the north of the M8. The site is accessed by Gogar Bank from the west. This road and the surrounding area contain a grouping of residential properties, Barnardo's Caern House and some commercial and farming uses.

2.2 Site History

30 July 2003 - Listed building consent granted for internal alterations to rooms to provide additional bedroom accommodation and to improve corridor access for wheelchair users. Replacement of single glazed steel framed windows (03/00426/LBC).

5 April 2011 - Planning permission granted for alterations and extension to property including installation of plant (Application reference: 10/03440/FUL).

10 February 2011 - Listed building consent granted for alterations and extension of main building and erection of portacabin (Application reference: 10/03441/LBC).

2 August 2016 - Planning permission granted to erect side and rear extensions with internal refurbishment of an existing Gate Lodge (Application reference: 16/00715/FUL).

2 February 2017 - Planning permission granted for internal refurbishments and alterations comprising first floor internal downtakings, building to be converted into a hotel (Application reference: 16/06165/LBC).

14 September 2020 - Concurrent planning application to alter residential institution (care home / hospice) to form houses. Removal of non original extensions to north and west of the property, replaced with new town houses. Internal alterations to retained property. Remove and replace existing glazing with double glazing and upgrade existing services. New parking and landscaping arrangements (Application reference: 20/03901/FUL).

Main report

3.1 Description Of The Proposal

It is proposed to change the site back into residential use. Ten units are proposed through a mixture of conversion, replacement extensions and a detached building. The original listed house and 1890 extension would be converted to contain four dwellings. The twentieth century extensions would be replaced with a smaller extension containing five dwellings. New parking and landscaping will be provided.

The east side of the original 1868 Kirklands building will be returned into use as a single dwelling with existing links to the west blocked up. The dwelling would be spread over two floors and contain six bedrooms. Within the 1890 extension and the original west offshoot of the house, four flats would be created. A fifth flat would be accommodated partially in the existing building and part within the proposed replacement extension.

Externally, windows would be refurbished to accommodate secondary glazing aligned with original frames or where necessary replacement sash and case windows used to a similar glazing pattern. An existing modern dormer would be expanded to the west elevation and a window converted to a door. A modern metal fire escape stair would be removed from the east elevation. The existing slate and roof tiles will be retained.

Internally, on the ground floor a series of rooms off the hall are proposed to be converted to an open plan space containing the kitchen and dining area. The dividing wall to the drawing room will be partially removed, though in accordance with best practice nibs will be retained. On the first floor, original master bedroom will be retained and modern partitions will be removed from other rooms and new bathrooms installed.

Within the 1890 extension and the original west offshoot of the house, four flats would be created. A fifth flat would be accommodated partially in the existing building and part within the proposed replacement extension. There would be alterations to the ground floor layout, though these would relate to areas of lesser importance and later additions. Principal rooms to the ground and first floor would be retained

A modern extension will replace an existing extension and adjoin the listed building. It will be two storeys adjoining the listed building stepping up to three storeys and have a flat roof. The elevations will be mainly of stone with sections of metal and timber cladding. Door and window frames will be aluminium framed. Solar panels and a sedum blanket will be installed on the flat roof.

Materials for the proposed replacement extension will be ashlar stone, slate, timber cladding, metal cladding. Windows and doors in the existing building will be timber framed and will be aluminium framed in the new building . Solar panels and sedum roofing are also proposed.

The freestanding Corinthian column is proposed to be relocated to sit within the proposed garden to the front of the main listed building.

Previous scheme

The plans have been amended for the parallel planning application to remove an additional dwelling proposed within the grounds, to reduce the amount of car parking and to amend landscaping arrangements.

The revised scheme does not propose any changes to the proposals for the listed building.

Supporting documents

The following documents have been submitted in support of the application. These can be viewed on the planning portal:

- Conservation statement
- Design statement
- Planning statement
- Tree survey
- Bat survey
- Road safety audit
- Flood risk and drainage assessment

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 will preserve the character and setting of the listed building/s; and
- b) any comments raised have been addressed.

a) Listed Building

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

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

Alterations to Listed Building

Historic Environment Scotland's guidance document entitled *Managing Change in the Historic Environment: Interiors* states *the interior of a historic building is important in defining its character and special interest. The interest, experience and enjoyment of a historic interior can be derived from a number of factors including its design, structural plan and layout, the quality of its decorative scheme, materials and craftsmanship, fixtures and fittings, any associated archaeology, and historical and cultural associations.*

The east side of the original 1868 Kirklands building will be returned into use as a single dwelling with existing links to the west blocked up. The dwelling would be spread over two floors and contain six bedrooms.

The building contains the most important features to the ground floor. The conservation statement advises rooms of note include the drawing room noted as having considerable significance and the vestibule, hall, dining room and staircase noted as having moderate significance. The proposed works will see little alteration to these key spaces with the exception of a series of rooms off the hall which are proposed to be

converted to an open plan space containing the kitchen and dining area. These rooms are said to have comprised a small business room, library and morning room and have been subject to previous division, albeit historic. The dividing wall to the drawing room will be partially removed, though in accordance with best practice nibs will be retained.

Rooms to the first floor are described as being notably less ostentatious, with few decorative features, with the exception of the original master bedroom. This bedroom is retained within the proposed scheme. Modern partitions will be removed from other rooms and new bathrooms installed.

Within the 1890 extension and the original west offshoot of the house, four flats would be created. A fifth flat would be accommodated partially in the existing building and part within the proposed replacement extension. There would be alterations to the ground floor layout, though these would relate to areas of lesser importance and later additions. Principal rooms to the ground and first floor would be retained. A site visit has confirmed that there are no notable features to these rooms which would be harmed by the alterations. In addition to the layout changes, modern fixtures associated with the care home use would be removed including false ceilings, improving the condition of the listed building.

Externally, windows would be refurbished to accommodate secondary glazing aligned with original frames or where necessary replacement sash and case windows used to a similar glazing pattern. An existing modern dormer would be expanded to the west elevation and a window converted to a door. A modern metal fire escape stair would be removed from the east elevation. These external alterations respect the character and appearance of the existing building and are acceptable.

The freestanding Corinthian column is proposed to be relocated to sit within the proposed garden to the front of the main listed building. It is accepted that the statue currently no longer sits within its original position and its proposed location will be complimentary to the main listed structure.

The alterations to the main listed building do not affect its special interest and are acceptable, subject to a condition in relation to windows.

Extensions

Historic Environment Scotland's guidance note *Managing Change in the Historic Environment: Extensions*, sets out the principles that apply to altering historic buildings. It states that *'an addition or extension should play a subordinate role. It should not dominate the original building as a result of its scale, materials or location'*.

The existing 20th century extensions to Kirklands are particularly dominant as a result of their scale, positioning and coverage of the site, with a footprint of approximately 930 square metres. The proposed replacement extension and building would cover substantially less of the site at 520 square metres. The extension though large, would be limited to the west of the building only. Reducing the existing negative impact on the northern façade and entrance of the listed building posed by the existing extensions.

The proposed extension would be set back from both north and south elevations. It would be stepped down in height where it adjoins and overall would not exceed the ridge or overall height of the listed building.

The contemporary design would offer a suitable contrast to the listed building. It would utilise a high quality palette of materials including stone to complement the existing building along with metal and cedar cladding. The arrangement of large glazed areas to the south east and elements of fenestration to the north west take suitable cues from the listed building.

Historic Environment Scotland (HES) has commented that the proposed removal of extensions will have a positive impact on the listed building. However, whilst they do not object, they consider the scale of the proposed extension would be harmful to the character and special interest of the listed building. It is suggested that the extension should not be replaced as an adjoining structure and a freestanding or series of free standing building should be considered and that this would allow the form and footprint of the original listed building to be restored.

It is appreciated that a freestanding building would improve the visual prominence of the original house. However, the original house has been significantly altered since conception both with historic and modern interventions and has not been a standalone structure for a significant period of time. The proposed replacement extension can be viewed as a further iteration of this history.

The proposed replacement extension, though not detached, would be suitably contrasting and subservient to the existing building. In addition, a detached, or series of detached structures would also add to further erosion of the green belt and could fundamentally alter the designed landscape forming part of the setting of the building.

The proposed detached dwelling would be suitably sited away from principal facades of the listed building and would not detract from its character or special interest.

The proposals have special regard to the desirability of preserving the building and its setting and will not adversely impact on its special architectural and historic interest.

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

b) Public Comments

Material comments - Objection

- road safety - whilst not part of the assessment for a listed building application, a road safety audit has been provided with the planning application and no concerns are raised by the Roads Authority.

Conclusion

The proposal complies with the Planning (Listed Building and Conservation Areas) Scotland Act 1997 and will preserve the character and setting of the listed building and its setting.

The proposal complies with relevant policies in the Local Development Plan and HES Managing Change Guidance and there are no material considerations which override this conclusion.

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.
2. A window survey shall be submitted and any necessary replacement window details agreed by the planning authority prior to removal of any windows within the listed building.

Reasons:-

1. In order to safeguard the character of the statutorily listed building.
2. In order to safeguard the character of the statutorily 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

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

The application received 1 objection.

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	15 September 2020
Drawing numbers/Scheme	01-07, 08B, 09A-14A, 15, 16, Scheme 3

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Links - Policies

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 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.

Appendix 1

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Consultations

Historic Environment Scotland

Kirkland House (AKA Kirklands Lodge) is listed at category B and was built on the site of the former Kirklands Cottage in 1868. An extension was erected (circa 1890), featuring a red clay tiled roof that purposefully contrasts with the grey slate roof of the original house it adjoins.

Kirkland House forms part of a historic estate with policies that include a walled garden with a freestanding Corinthian Column, as well as parkland, a steading (now separate) and lodge house to the East (listed separately). The building was extended frequently over the course of the 20th Century, while operating as the Trefoil Centre.

Proposals

The application is for the demolition of the modern 20th century extensions to the listed building, and the erection of a replacement extension adjoining the original Kirkland House. The proposals also feature two new build units within the listed building's curtilage. Our comments are set below.

Comments

We have no concerns with the removal of the modern 20th century additions that extend to the North and West of the listed building, as we do not consider them to add to the character and appearance of Kirkland House. However, we do have concerns about the following elements of the proposals:

Proposed Extension

Extensions to a listed building must protect the character, appearance and architectural interest of the existing historic building in their design. They should also be subordinate in scale and form, not overplaying principal elevations.

We acknowledge the design of the proposed extension has been set back from the principal elevation of Kirkland House and is also lower in height. However, we still consider that the scale of the proposed extension would be harmful to the character and special interest of the listed building.

We would suggest that, rather than replace the extension, consideration is given to a freestanding new building instead. This would allow the form and footprint of the original listed building to be restored. Siting a new building away from the main listed building (like the proposed freestanding Unit 11) would, in our view, improve the visual prominence of the original house and its c.1890 extension, enabling its historic and architectural significance to be better understood and appreciated. Its significance would stand out more clearly within the wider residential scheme. The 1868 service wing could be absorbed into Unit 5 or the plan could otherwise be adapted.

Existing building - Roof

We note the red clay tiles (or pantiles) of the c.1890 extension are proposed to be replaced with reclaimed slate to match the roof of the original 1868 house. Our view is that this element of the proposals should be resisted, to preserve the individual character of the c.1890 extension. The clay tiles, popular in Arts and Crafts design, form part of this historic extension's original design and fabric. They are an important element in defining its distinct appearance as a separate development from the original house and are therefore part of the listed building's special architectural interest. They should remain.

Windows

For the avoidance of doubt, there is a presumption in favour of the retention of original or historic windows because they make a significant contribution to the character and appearance interest of a listed building.

From the conservation plan provided, it appears there may still be some original or historic windows surviving within the original 1868 house (and its c.1890 extension). We therefore advise that ways to overhaul, repair and upgrade these windows are explored first, before further consideration is given to their proposed replacement.

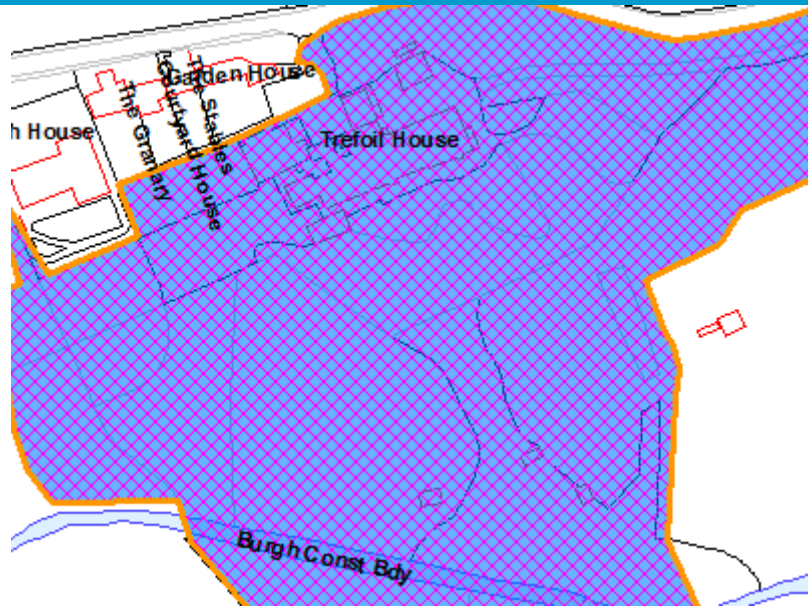
Conclusion

Although there is a precedent for an extension, we would strongly suggest it is not replaced. The removal of the C20th extension and the conversion of the free-standing listed building would be a conservation gain. Alternative accommodation could be planned in an appropriate manner within its setting.

The building was listed despite the C20th extension, and the major works currently proposed represent an opportunity to better the character and special interest of the listed building.

Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our view is that the proposals do not raise historic environment issues of national significance and therefore we do not object. However, our decision not to object should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on listed building consent, together with related policy guidance.

Location Plan



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