

Development Management Sub Committee

Wednesday 22 September 2021

Application for Listed Building Consent 21/02982/LBC at Hilton Edinburgh Grosvenor, 5 - 25 Grosvenor Street and 21A Grosvenor Street.

Refurbishment/Alterations to create new bedrooms; change of use of existing flat 21a Grosvenor Street from domestic flat to hotel class use; refit of bedrooms, public facing areas and back of house areas; remove existing GFL public lobby stair; convert 1st floor rear mews from staff quarters to new suited accommodation; and upgrade external M&E plant (as amended).

Item number

Report number

Wards

B11 - City Centre

Summary

The development complies with the Planning (Listed Building and Conservation Areas) Scotland Act 1997 as it preserves the character and setting of the listed building and preserves or enhances the character and appearance of the conservation area.

Links

[Policies and guidance for this application](#)

HES, HEPS, HESINT, LDPP, LEN01, LEN04, LEN06, NSG, CRPNEW, NSLBCA,

Report

Application for Listed Building Consent 21/02982/LBC At Hilton Edinburgh Grosvenor, 5 - 25 Grosvenor Street and 21A Grosvenor Street.

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Recommendations

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

Background

2.1 Site description

The application site consists of a series of Victorian tenements on the east side of Grosvenor Street, all being part of the Grosvenor Hotel. The buildings date from 1865 and are category B listed (Listing reference: LB28977). The buildings are 3 storeys in height with basement and attics.

To the front, there is a large canopy denoting the entrance to the hotel. To the rear, there are mews buildings accessed through the hotel and from Palmerston Place Lane. The original spaces between the mews and the front tenements have largely been filled in.

Internally, the buildings have been significantly altered with few original details remaining.

The buildings are largely in hotel use. No. 21A is residential although connected to the hotel and the mews buildings were last used as staff quarters, this being ancillary to the hotel use.

The buildings lie within the Edinburgh World Heritage Site. They are also within the boundary of the 'New Town Gardens' Inventory Designed Garden & Landscape.

This application site is located within the New Town Conservation Area.

2.2 Site History

14 December 1999 - listed building consent granted for internal alterations to form leisure facilities (planning reference: 99/02601/LBC)

2 November 2000 - planning permission granted to erect six new condenser units on flat roof (in retrospect) (planning reference: 00/02380/FUL)

15 November 2000 - listed building consent granted to erect six new condenser units on flat roof (in retrospect) (planning reference: 00/02380/LBC)

6 September 2006 - listed building consent granted for minor alterations to existing ground floor of hotel (planning reference: 06/02836/LBC)

10 July 2008 - planning permission granted to fit new double gates in existing railings (as amended) (planning reference: 08/01683/FUL)

22 July 2008 - listed building consent granted to fit new double gates in existing railings (as amended) (planning reference: 08/01683/LBC)

17 February 2011 - listed building consent granted to replace timber sash and case windows with timber sash and case slimlite double glazed windows (planning reference: 11/00046/LBC)

18 March 2011 - planning permission granted to erect new glass screens and automatic doors sliding doors under the existing entrance canopy (planning reference: 11/00357/FUL)

18 March 2011 - listed building consent granted to erect new glass screens and automatic doors sliding doors under the existing entrance canopy (planning reference: 11/00356/LBC)

29 July 2014 - planning permission granted to install two gates into the existing railings and install two small external hydraulic lifts (planning reference: 14/02558/FUL)

4 August 2014 - listed building consent granted to install two gates into the existing railings and install two small external hydraulic lifts (planning reference: 14/02559/LBC)

18 February 2020 - listed building consent granted to replace existing single glazed timber units with "slimlite" double glazed timber units, to match the original and previously installed double glazed units, installed under planning consent reference: 11/00046/LBC. Remove existing single-glazed rooflights and replace with timber, double-glazed rooflights (planning reference: 19/06025/LBC)

Main report

3.1 Description of the Proposal

The application is for the refurbishment of the existing hotel and its reconfiguration to create extra bedroom space from existing hotel accommodation. It is also proposed to convert the basement flat at No 21A Grosvenor Street, a self contained basement flat, into hotel accommodation. This would be a self-contained three bedroom suite with self-catering facilities.

Externally, the main changes are to the mews buildings to the rear of the hotel. New Juliette balconies will be added to the first floor windows. A timber hoist door will be changed to a double glazed window. Rooflights will be reconfigured with some removed and new heritage ones added on the rear slopes of the mews. Existing ventilation and other mechanical services will be upgraded to the rear of the mews and a screen will be placed round this. Plant at roof level will also be replaced. The skylight above the pre-events space will be re-instated. Repair and maintenance work will be carried out such as stone repairs, roof repairs and window refurbishment.

Internally bedrooms will be upgraded to improve en-suite facilities. Storage areas will be converted to bedrooms with en-suite facilities. A non-original stair will be removed. Other areas of the interior will be upgraded.

Previous scheme

The proposals have been amended so that the accommodation in the mews building will only be accessed through the hotel and the proposed changes to open up the ground floor on the mews have now been deleted.

Supporting documents

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

- Planning statement
- Heritage assessment

These are available to view on the Planning Portal.

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 proposals preserve the character and setting of the listed building;
- b) the proposals preserve the character and appearance of the conservation area and
- c) public comments have been addressed,

a) Impact on 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"

Historic Environment Scotland's (HES) Guidance Notes on Managing Change in the Historic Environment: set out the principles for alterations to listed buildings including physical alterations.

LDP Policy Env 4, Listed Buildings - Alterations and Extensions, permits alterations to listed buildings when they are justified, in keeping with its character and can be undertaken without damage to historic structures or diminution of interest.

Externally, the main changes to the listed building are the introduction of Juliette balconies and the conversion of the hayloft door to a window. There is one other Juliette balcony in the lane opposite the application site. This sits comfortably within the mews context. It is acknowledged that the introduction of these balconies is a significant change to this part of the mews frontage. However, the balconies are needed to meet building regulations as the floor level of the rooms is only slightly below the cill level of the windows. A condition has been applied to ensure that the balcony details are as minimalist as possible to ensure there is no adverse impact on the special interest of the listed building.

The hayloft door is the last remaining one in the mews, but it currently prevents the re-use of the room beyond. Its conversion to a window will be in character with the rest of the listed mews buildings in Palmerston Place Lane.

The other external works such as new rooflights and new mechanical and ventilation equipment only affect secondary areas of the listed building and do not affect its special interest. The re-instatement of the skylight above the pre-events space is a conservation gain. All proposed materials are compatible with the character of the listed building.

The proposed new openings at ground floor in the mews have been deleted from the proposals.

Internally, the building has been extensively altered since becoming a hotel nearly a hundred years ago. There are few original features left apart from pieces of cornices which will remain and be re-run where appropriate. The re-organisation of the rooms to form better proportions and further en-suites will not affect any features which are part of the special interest of the listed building. The removal of the later staircase is acceptable.

The proposal complies with LDP Policy Env 4 and Section 59 (1) of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997.

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."

LDP Policy Env 6 (Conservation Areas - Development) states that development within a conservation area will be permitted if it preserves or enhances the special character or appearance of the conservation area and is consistent with the relevant conservation area character appraisal and demonstrates high standards of design and utilises materials appropriate to the historic environment.

The New Town Conservation Area Character Appraisal also notes that "The New Town Conservation Area represents a planned urban concept of European significance with an overriding character of Georgian formality. Stone built terrace houses and tenements, built to the highest standards, overlook communal private gardens; to the rear are lanes with mews buildings, many of which are now in housing use. The importance of the area lies in the formal plan layout of buildings, streets, mews and gardens and in the quality of the buildings themselves."

The appearance of the conservation area will be preserved. The external changes are largely the introduction of Juliette railings over the 1st floor windows which, subject to a condition, can be designed sympathetically. The conversion of the hayloft door to a window is acceptable as hayloft doors do not feature in the rest of the mews and the new window will be compatible with its character. The new rooflights will not be highly visible being on the rear slopes. The metal shuttered opening is existing and does not form part of this application. The new mechanical and electrical equipment is largely replacement and will be to the rear and at roof level and so not highly visible. The main works are repair and restoration and these will enhance the appearance of the conservation area.

In terms of the character of the conservation area, the Juliette railings can be found in many parts of the New Town and whilst Palmerston Place Lane only has one other Juliette balcony, overall the impact will be neutral. Rooflights are common within the conservation area and are in character as is mechanical and electrical equipment.

The proposals preserve and enhance the character and appearance of the conservation area.

c) Public Comments

Material comments - objection:

- adverse impact on character of the historic buildings - addressed in sections a) and b)
- impact of additional service equipment - addressed in sections a) and b)
- removal of hay loft doors - addressed in sections a) and b)

Non-material comments

- Use issues - these are not relevant to listed building consent
- noise from people gathering - this issue is not relevant to listed building consent
- delivery vans - this issue is not relevant to listed building consent
- lack of neighbour notification - this is not required for listed building consent
- traffic and parking - these are not relevant to listed building consent
- title deeds - this issue is not relevant to listed building consent
- safety issues - this issue is not relevant to listed building consent

Conclusion

The proposed works comply with the Planning (Listed Building and Conservation Areas) Scotland Act 1997 as they preserve the character and setting of the listed building and preserve the character and appearance of the conservation area.

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

3.4 Conditions/reasons/informatives

Conditions :-

1. Prior to the commencement of the works, details of the proposed Juliette balconies shall be submitted for the further approval of the planning authority.

Reasons: -

1. 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

Eight objections 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

Urban Area

Date registered

17 June 2021

Drawing numbers/Scheme

1-12, 13A, 14-16, 17A,18A, 19-25, 26A,27-36, 39-46,

Scheme 2

David Givan

Chief Planning Officer

PLACE

The City of Edinburgh Council

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Links - Policies

Relevant Policies:

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.

Relevant policies of the Local Development Plan.

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

LDP Policy Env 4 (Listed Buildings - Alterations and Extensions) identifies the circumstances in which alterations and extensions to listed buildings will be permitted.

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

Relevant Non-Statutory Guidelines

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

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

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Consultations

Archaeology

The application concerns a group of Victorian, B-listed, townhouses (9) and tenement flats (3) and mews joined together during the latter 19th and 20th centuries to form the Grosvenor (Hilton) Hotel. A detailed historic account is contained within the applications Heritage Statement produced by Nick Haynes. These buildings are regarded as being of historic and archaeological significance.

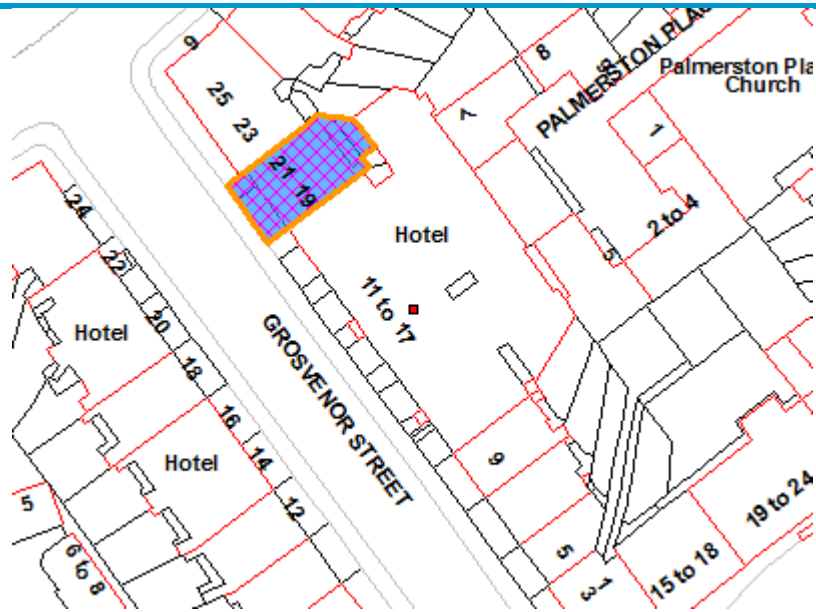
Having assessed the potential impacts, taking into account also the significant development history, I concur with the general conclusions contained within the Heritage Statement, that overall this scheme will not have a significant archaeological impact upon the historic fabric of this group of buildings.

I have therefore concluded that this application has no known archaeological implications.

Historic Environment Scotland

We reviewed these proposals at pre-application. We remain content the proposals will not have any major impact on the significance of these former townhouses. We therefore have no detailed comments to make.

Location Plan



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