

Development Management Sub-Committee Report

Wednesday 4 October 2023

**Application for Listed Building Consent
Development North Of Inchgarvie Lodge, Society Road, Port Edgar**

Proposal: Conversion of existing listed buildings to 49 residential units, cafe/ restaurant and serviced apartment, with associated demolition and new works

**Item – Committee Decision
Application Number – 22/02047/LBC
Ward – B01 - Almond**

Reasons for Referral to Committee

The application has been referred to the Development Management Sub-Committee because the corresponding planning application 22/01987/FUL is required to go before Development Management Sub-Committee due to the level of commuted sum. Consequently, under the Council's Scheme of Delegation, the application must be determined by the Development Management Sub-Committee.

Recommendation

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

Summary

The proposal is acceptable with regard to Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 in terms of preserving a substantial part and features of the listed buildings that embody the special architectural interest that it possesses, and there will be no detrimental impact on the setting of any listed buildings.

SECTION A – Application Background

Site Description

The 1.70 hectare site is currently developed land within the north of Edinburgh. The site currently comprises several single and two storey B listed (listed 03/09/2007 ref: LB50988) structures which were historically in use as naval barracks during WW1 and more recently the site provided a site compound for the construction of the Queensferry Crossing. The buildings on site have been vacant since 2011 and in minor use as

storage for a long period prior to 2011, and are in a poor state of repair, with very limited maintenance being in evidence for decades. The site to the north is bounded by the Firth of Forth and underworking's of the Queensferry Crossing. To the west the site is bounded by the foreshore, and to the south lies a tree buffer with residential development beyond.

The site is approximately 0.8 miles from the existing local shops, leisure and healthcare facilities along South Queensferry High Street. In terms of site access and links to sustainable access routes, the site is bounded by the Firth of Forth Core Path and CEC6 and National Cycle Network Route 76 to the south.

Description Of The Proposal

Listed building consent is sought for external and internal works to facilitate the conversion of the existing buildings on site to a range of uses including residential, café/restaurant and a serviced apartment.

Regarding the extent of physical alterations proposed on site, these include predominantly replacement windows across the numerous buildings on site, and selective internal alterations to facilitate the proposed residential, self-catering and café/restaurant uses. Numerous internal alterations are proposed to the existing interiors to facilitate the conversion to residential, serviced apartment and café/restaurant.

Limited demolition and removal of structures is proposed. The most significant removals include complete demolition of several single storey buildings present throughout the site which are not considered capable of conversion to a residential use. In light of the proposed building removals a significant number of existing structures on site are to be retained.

In summary, the extent of interventions proposed to the listed buildings on site comprise demolition in full of four single storey buildings, various internal works for re-configuration to convert the existing structures, repair and replacement of selected windows and the placement of solar panels on selected roofscapes.

Relevant Site History

11/02618/CLP
Land 100 Metres Northeast Of Inchgarvie House
Society Road
South Queensferry

Application for Certificate of Lawfulness for a Proposed Use or Development to create a temporary vehicular access.

Granted
20 September 2011

22/01987/SCR
Development North Of Inchgarvie Lodge
Society Road
Port Edgar
South Queensferry

EIA Screening request re conversion of existing listed buildings to 49x residential units, cafe/restaurant, and serviced apartment.

EIA Not Required

22 September 2023

Other Relevant Site History

Pre-Application process

Pre-application discussions took place on this application.

Consultation Engagement

Historic Environment Scotland

Archaeologist

Refer to Appendix 1 for a summary of the consultation response.

Publicity and Public Engagement

Date of Neighbour Notification: Not Applicable

Date of Renotification of Neighbour Notification: Not Applicable

Press Publication Date(s): 27 May 2022

Site Notices Date(s): 24 May 2022

Number of Contributors: 4

Section B - Assessment

Determining Issues

This application for listed building consent is required to be assessed against Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (the "1997 Heritage Act"):

- Having due regard to HES Policy and guidance, do the proposals harm a listed building or its setting?
- If the proposals do comply with HES Policy and guidance, are there any compelling reasons (including but not limited to the public sector equality duty) for not approving them?
- If the proposals do not comply with HES Policy and guidance, are there any compelling reasons (including but not limited to the public sector equality duty) for approving them?

Assessment

To address these determining issues, it needs to be considered whether:

a) The proposals harm the listed building or its setting?

The following HES guidance is relevant in the determination of this application:

- Managing Change: Interiors
- Managing Change: Reuse and Adaption of Listed Buildings
- Managing Change: Windows

Principle of Uses-

Guidance outlined in Managing Change: Use and Adaption of Listed Buildings states the requirement to ensure listed buildings have a long term future if society is to benefit from in them in the long-term. Furthermore, keeping a listed building in use has wider benefits. Listed buildings contribute to their wider surroundings and community.

The buildings on site have been vacant since 2011 and in minor use as storage for a long period prior to 2011, and are in a poor state of repair, with very limited maintenance being in evidence for decades. In the context of the proposed residential, serviced apartment and café uses for the buildings on site, these are considered to be acceptable and sensitive given the requirement to safeguard the long term future of the listed buildings on site.

Demolition-

Guidance outlined in Managing Change: Demolition of Listed Buildings outlines the key considerations when assessing whether or not the demolition of a listing building is acceptable. These considerations include whether the buildings are no longer of special interest, whether the buildings are incapable of meaningful repair and finally if the demolition of the buildings is essential to deliver significant benefits to economic growth or the wider community.

The extent of demolition proposed on site relates to the demolition of four single storey buildings in their entirety. Of these four buildings, the single-storey service wing to the Barracks (building 5) and the single-storey service accommodation to the Officers' Ward are traditional in nature, with the other two buildings consisting later, non-traditional additions in the form of metal shed like structures one as an extension to building 7 and the other a standalone structure located directly south of building 14 on the eastern site boundary. Limited, selective demolition of three other traditional single storey buildings on site and removal of the non-traditional perimeter security fencing in situ.

Selective demolition has been proposed only where necessary, and only after a review of suitability for conversion to residential use was undertaken across the whole site. Those structures proposed for demolition were not considered capable of conversion by way of the proposed residential units not providing a suitable residential environment for future users.

Historic Environment Scotland advised that the loss of the single-storey service wing to the Barracks (building 5) and the single-storey service accommodation to the Officers' Ward would have an impact on the character of the complex. However, these are not considered the most significant buildings and, more importantly, there is a recognition that the majority of the buildings on the site are being retained. Historic Environment Scotland therefore advised of no issues with the level of demolition proposed.

In the context of the proposals to safeguard the long-term future of the listed buildings present on site and its associated listing, the extent of full and partial demolition proposed on site is considered acceptable in this instance given the wider benefits associated with retaining and securing the future of the listed buildings. The extent of demolition work will on the whole preserve the setting of the listed buildings to an acceptable standard.

Internal Works-

Guidance outlined in Managing Change: Interiors states "where an original plan form has survived, it should normally be retained without subdivision to preserve the historic character of the building."

Guidance outlined in Managing Change: Reuse and Adaption of Listed Buildings states: "The best solution for a listed building will be one that secures its long-term future, while preserving as much as possible of its historic character."

The interior alterations proposed would see the internal reconfiguration of existing rooms across the numerous buildings located on site subject to conversion to residential, self-catering accommodation and café use. The proposed internal re-configuration of existing layouts would not have detrimental impact as there are limited internal features of historic note as part of the listing due to the utilitarian form of the buildings, and therefore would not adversely impact on the special architectural interest of the listed buildings. Where internal features of note have been identified such as the white tiled wall associated with the former hospital/surgery use in building 1, an agreement has been reached with the applicant to retain the historical features as part of the proposed conversion and secured via planning condition.

Historic Environment Scotland advised that, the majority of building interiors were utilitarian in nature, allowing significant scope for the internal alterations proposed in order to provide the mixture of residential, serviced apartment and café based uses.

The proposed uses are considered to safeguard the listed buildings long term future, and the proposed internal alterations including the efforts to retain historic features of note, including the tiled walls of the former hospital/surgery building and retention of some former prison cells in the Guard House are welcomed. The internal alterations proposed will on the whole preserve the setting of the listed buildings to an acceptable standard.

External Works-

Guidance outlined in Managing Change: Windows states "The success of a replacement window will depend on its detailed design, and on how well the new replicates the old. Features to consider in the design of new windows may include the correct placing of the case within the wall and, importantly, its method of operation with

vertically sliding sashes. Sections of sash meeting rails and astragal profiles should match the original as closely as possible, and horns should only be provided if there is historical evidence for their use. In seeking the best replication of the design and construction of the window, how astragals hold the glass is important. Therefore, true, or through, astragals should be provided."

Historic Environment Scotland advised there were no major issues with the removal of the existing windows on site subject to appropriate replacement window units being installed, specifically a preference for all new windows to be timber sash and case, with matching details and operation and not uPVC.

In assessing the suitability of the proposed replacement windows the applicant was asked to provide a justification for pursuing uPVC replacements on the majority of the buildings subject to the proposal and conversion. Bar the 'West Complex' annotated on the submitted site plan, the applicant advised that all existing window frames are not of a condition capable of repair to produce traditional frames as was in place historically on site. The applicant has however advised that the condition of the existing window openings in the 'West Complex' will be traditional in nature subject to appropriate repair work.

A condition requiring a detailed methodology statement to be submitted for review and consideration by the Planning Authority prior to development commencing has been included. This condition will allow consideration of all proposed works to the windows in greater detail. Subject to this, it is considered the overall benefits brought by the development will safeguard the long term future of the listed buildings on site.

The proposals references use of sustainable building technologies as part of the development. Solar panels are proposed across the various buildings on site in this regard. No detailed information regarding the inclusion of solar panels as part of the development have been provided, however a condition requiring full details of the solar panel design and method of attachment to the external built fabric of the roofscapes on site has been included, in order to further consider this aspect in detail to protect the special architectural, historic interest and setting of the structures on site.

The proposed external alterations including the repair and replacement of the existing windows subject to further detailed discussion are welcomed.

The external alterations proposed will on the whole preserve the setting of the listed buildings to an acceptable standard.

Other Features of Interest-

Guidance outlined in Managing Change: Use and Adaption of Listed Buildings outlines the requirement to ensure listed buildings they have a long term future if society is to benefit from in them in the long-term. Furthermore, keeping a listed building in use has wider benefits. Listed buildings contribute to their wider surroundings and community.

Through positive engagement with the applicant, it is proposed to retain the existing air raid shelter on site, with discussions centred around sensitive alterations to support creation of a children's play feature and integration of display board with a representation and historical explanation. A condition has been attached to obtain further details regarding the retention and reuse of the air raid shelter structure.

The proposed works to retain the air raid shelter as a feature of interest on site are welcomed. The alterations proposed and scope for further discussion and engagement with the Planning Authority will preserve the setting of the listed building to an acceptable standard.

Conclusion in relation to the listed building

The proposal will not impact on the special architectural or historic interest and setting of the listed building and is acceptable with regards to Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

b) There are any other matters to consider?

The following matters have been identified for consideration:

Equalities and human rights

Due regard has been given to section 149 of the Equalities Act 2010. No impacts have been identified.

Consideration has been given to human rights. No impacts have been identified through the assessment and no comments have been received in relation to human rights.

Public representations

A summary of the representations is provided below:

A total of four representations were received in total. These included three comments in support and a single comment in objection. They are summarised below as follows.

Support Comments-

material considerations

- Redevelopment of an area which has been vacant for a number of years
- Safeguarding the long term future of a historical site

These comments are addressed in Section B - Assessment of this report.

Objection Comments-

non-material considerations

- Use of UPVC is unsympathetic in context of the listed buildings on site
- Lack of detailed information regarding material selection for proposed alterations to listed buildings

These comments are addressed in Section B - Assessment of this report.

Conclusion in relation to other matters considered

The proposals do not raise any issues in relation to other matters identified.

Overall conclusion

The proposal is acceptable with regard to Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 in terms of preserving a substantial part and features of the listed buildings that embody the special architectural interest that it possesses, and there will be no detrimental impact on the setting of any listed buildings.

Section C - Conditions/Reasons/Informatives

The recommendation is subject to the following;

Conditions

1. Details of the proposed method of retention for the internal tiled wall at first floor level within building 1 hereby approved shall be submitted to and approved in writing by the Planning Authority before construction of this structure is commenced.
2. Details of the proposed method of retention for the retained prison cells at first floor level within the Guard House hereby approved shall be submitted to and approved in writing by the Planning Authority before construction of this structure is commenced.
3. Details of the proposed method of retention for the existing air raid shelter passageway hereby approved shall be submitted to and approved in writing by the Planning Authority before construction of this structure is commenced.
4. No demolition/development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (historic building recording, excavation public engagement, interpretation, analysis & reporting, publication) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.
5. A detailed specification, including trade names (where appropriate) and sources, of all the proposed external materials (including recycled materials from the demolished structures) for repairs and alterations to the retained historic assets on the site 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.
6. A detailed methodology statement for the repair and replacement of all windows on site shall be submitted and approved in writing by the Planning Authority before any works to windows commence. The materials used for repair shall comprise original elements only, with the exception of any window frames where there is insufficient scope to repair or replace features. In such cases, details of

the proposed repair/replacement materials and methods shall be provided in the methodology statement. No part of the development hereby approved shall be occupied until the provisions for repair and replacement of the windows has been detailed in a manner satisfactory to the Planning Authority and before written approval has been obtained from the Planning Authority.

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.
3. In order to safeguard the character of the statutorily listed building.
4. In order to safeguard the character of the statutorily listed building.
5. In order to safeguard the character of the statutorily listed building.
6. 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.

Background Reading/External References

To view details of the application go to the [Planning Portal](#)

Further Information - [Local Development Plan](#)

Date Registered: 11 May 2022

Drawing Numbers/Scheme

01-11, 12B-26, 27

Scheme 2

**David Givan
Chief Planning Officer
PLACE
The City of Edinburgh Council**

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Appendix 1

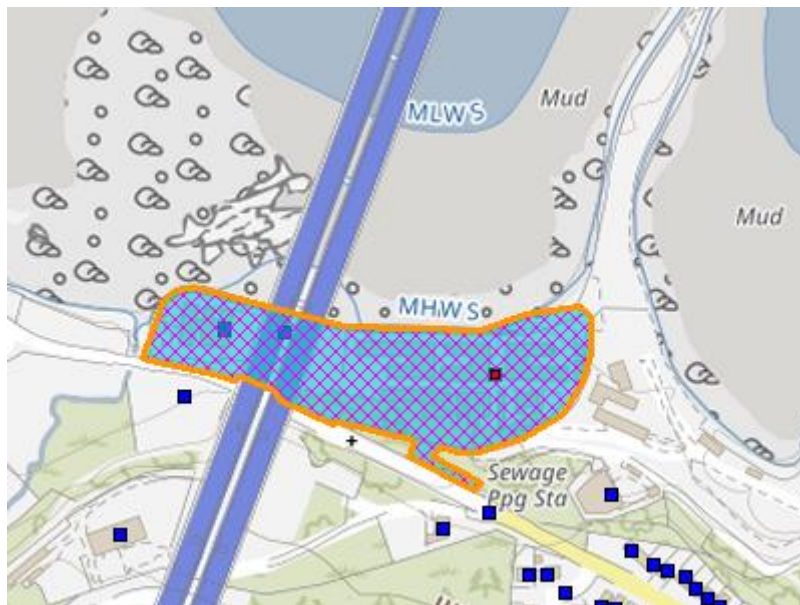
Summary of Consultation Responses

NAME: Historic Environment Scotland
COMMENT: No objection to the proposal.
DATE: 2 June 2022

NAME: Archaeologist
COMMENT: No objection to the proposal subject to a condition.
DATE: 14 June 2022

The full consultation response can be viewed on the [Planning & Building Standards Portal](#).

Location Plan



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