

Development Management Sub Committee

Wednesday 23 October 2013

**Application for Listed Building Consent 13/01071/LBC
At Site 69 Metres West Of 7 Shrub Place, Edinburgh
Retain existing chimney, alter existing tram workshops to
accommodate residential development, reduce height of
existing gable wall to remove requirement for galvanised
steel buttresses.**

Item number	8.2(b)
Report number	
Wards	A12 - Leith Walk

Links

Policies and guidance for this application	LPC, CITE2, CITE4, NSG, NSLBCA,
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Executive summary

**Application for Listed Building Consent 13/01071/LBC
At Site 69 Metres West Of , 7 Shrub Place, Edinburgh
Retain existing chimney, alter existing tram workshops to
accommodate residential development, reduce height of
existing gable wall to remove requirement for galvanised
steel buttresses.**

Summary

The proposed development will enhance the special characteristics of the listed tram sheds and chimney stack. The special interest of the gable wall has been diminished and the alterations to the wall are accepted on this basis. There are no other material considerations that outweigh this conclusion.

Recommendations

It is recommended that this application be Granted subject to the details below (in section 3 of the main report).

Financial impact

There are no financial implications to the Council.

Equalities impact

The application has been assessed and has no impact in terms of equalities or human rights.

Sustainability impact

This application is not subject to the sustainability requirements of the Edinburgh Design Guidance.

Consultation and engagement

Pre-Application Process

Pre-application discussions took place on this application.

Publicity summary of representations and Community Council comments

The application was advertised on 19 April 2013. There have been 16 letters of representation received, all of which object to the proposals. The letters of representation raised the following material issues:

- Impact upon the historic environment;
- Scale and design;
- Residential amenity; and
- Road and pedestrian safety;

A full assessment of the representations can be found in the main report in the Assessment section.

Background reading / external references

- [To view details of the application go to](#)
- [Planning and Building Standards online services](#)

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1. Background

1.1 Site description

The site, covering approximately 2 hectares, lies between Leith Walk and Dryden Street. A large proportion of the site has now been cleared having previously contained the Lothian Transport bus depot, formerly a tram depot. The category B listed red brick buildings and chimney stack at the Dryden Street end (ref 45956, listed 10 March 1999) remain on site. The gable wall of the former tram shed, separating the site from the Shaw's Colonies and which also forms part of the listing, is currently propped up.

The Leith Walk frontage of the site is located within the Leith Conservation Area. The listed buildings are located within the Pilrig Conservation Area and the listed gable wall forms the boundary of the Shaw's Colonies (Pilrig) Conservation Area.

1.2 Site History

24 May 2006 - listed building consent granted for the conversion of the listed tram sheds (Reference: 05/03128/LBC).

April 2013 - an application for a proposed mixed use development including redevelopment of listed buildings (tram workshops) is currently under consideration (Reference: 13/01070/FUL).

2. Main report

2.1 Description Of The Proposal

Listed building consent is sought to retain and convert the tram sheds to accommodate 28 residential flats. Consent is also sought to reduce the height of the gable wall of the previously demolished shed to 3 metres and introduce a new cope. The chimney stack will be retained.

The ground floor of the smaller tram shed will be used as a parking area for 18 vehicles and refuse storage. The upper floor will contain four flats set off a central atrium. A new stair core will be introduced at the eastern end of the building. Three new large openings will be introduced to the rear of the building with steel section surrounds and will contain glazing at first floor level and metal louvres at ground floor level. Metal louvres will also be introduced to existing openings at ground floor level to serve the car

parking. The vehicular access will have cast iron sliding gates. One of the existing window openings on the south-west elevation will be extended to ground level to accommodate a new entrance. Zinc panels will be introduced to the existing openings to screen the change in floor levels. Slate and patent glazing will be used to reinstate the roof.

The larger tram shed will be converted to provide 8 flats on each of the ground, first and second floors set off a central atrium. A new stair core will be introduced at the eastern end of the building. The previous tram/bus entrance will be infilled with glazing and zinc panels. All new windows will be timber framed.

The following documents have been submitted in support of the application, all of which are available to view on the Planning & Building Standards Online Services:

- Structural Condition Report - Tram Shed;
- Structural Condition Report - Chimney;
- Design Statement; and
- SHEP Assessment.

2.2 Determining Issues

Do the proposals preserve the building or its setting or any features of special architectural or historic interest which it possesses? If not, there is a presumption against the granting of consent. 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.

Do the proposals harm the character or appearance of the conservation area? If they do, there is a strong presumption against granting of permission.

2.3 Assessment

To address these determining issues, the Committee needs to consider whether:

- a) the proposals will affect the special historic or architectural importance of the listed buildings;
- b) the proposals have any equalities or human rights impacts; and
- c) the representations raise issues to be addressed.

a) Character of Listed Buildings

Tram Shed:

The tram sheds are generally in structurally good condition with the notable exceptions being the timber roof structures, which have been heavily exposed to the weather and areas of masonry that have suffered from water ingress. The buildings will physically be able to accommodate the proposed conversion without detriment to the historic fabric.

The interior of the buildings is largely a shell that has suffered from extensive vandalism. However, the central columns that supported the roof structure are in situ and will be restored to form a strong design feature within the proposed atriums.

The new openings on the rear of the smaller shed will replace several smaller openings that do not contribute significantly to architectural interest of the building. The new opening will provide a degree of symmetry and order that is more consistent with the remainder of the building. Historic Scotland has raised some design points about the treatment of window openings. The suggested works will not compromise the wider redevelopment and therefore these matters can be addressed by way of planning condition.

The introduction of zinc panels and metal louvers will help retain the industrial appearance of the buildings. They will be good quality finishes that respect the integrity of the listed buildings and will subtly conceal the works behind.

The overall level of alterations to the tram sheds is modest and the introduction of a use that will maintain the historic fabric long term is to be welcomed.

Gable Wall:

The brick gable wall with saw tooth profile has been retained following the previous demolition of the associated tram shed. Since that demolition, the wall has required permanent structural support in the form of metal stanchions.

Local residents are particularly concerned about the proposed alterations to the gable wall, including the loss of the profile. Given the extent of change proposed to the wall, the applicant has assessed the proposals against the Scottish Historic Environment Policy (SHEP) with a particular focus on criterion a) that the building is not of special interest.

The applicant argues that the interest of the wall is greatly reduced by the fact that it no longer serves the building for which it was intended and that the saw tooth profile is replicated in the tram sheds that are to be retained. It is argued that the tram sheds are of special interest given that they are relatively in tact and use the same materials as the gable wall. There is therefore nothing of significance about the wall that cannot be better served by the retained tram sheds. The wall was not designed to stand alone and requires to be permanently supported; the ongoing maintenance of which will place a burden upon redevelopment. Historic Scotland has stated that the previous demolition of the tram shed has diminished the interest of the wall and has raised no objections to the truncation of the wall although the retention of some features should be investigated. It is recommended as a planning condition that further investigation be undertaken about the feasibility of retaining some features of the wall.

In summary, the retention of the chimney stack and the conversion of the tram sheds are to be welcomed and the proposed alterations to the listed gable wall are accepted on the basis of the diminished special interest, meeting criterion a) of SHEP.

b) Equalities and Human Rights

The application has been assessed in respect of equalities and human rights and the proposals will have a neutral impact.

c) Representations

Material Comments

Issues relating to the historic environment:

- Reducing the wall will be detrimental to the historic streetscape;
- Reducing the wall will be detrimental to the character of the listed colonies;
- Louvres over car park level are not in keeping with the listed structure and do not create a good relationship with the street;
- Retention of the distinctive shape of the wall should be considered;
- Integration of the listed wall into the proposals;

These issues have been addressed in section a) of the assessment.

General Comments

- Alterations to the listed wall did not form part of the pre-application consultation;

It is not uncommon for proposals to alter from the pre-application to application stage. Residents have had the opportunity to comment on this issue as part of the application process.

- Only reason for the reduction of the wall is cost;

The cost of long-term maintenance is a factor for the redevelopment of the site. This has been specifically noted by Historic Scotland. Viability of redevelopment is an important consideration and in this case, given the restoration of other listed buildings of greater interest, the alteration of the wall is accepted.

- Neighbour notification process - lack of notification;

There is no neighbour notification procedure for listed building consent application.

CONCLUSION

In conclusion, the proposed development will enhance the special architectural and historic interest of the listed tram sheds and chimney stack. The special interest of the gable wall has been diminished and the alterations to the wall are accepted on this basis. There are no other material considerations that outweigh this conclusion.

It is recommended that the Committee approves this application subject to conditions relating to window details and wall features.

3. Recommendations

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

3.2 Conditions/reasons

1. The application shall be notified to the Scottish Ministers prior to determination.

2. Prior to work commencing on alterations to the listed gable wall, details of the final design of the wall shall be submitted for the approval of the Planning Authority having first been agreed by Historic Scotland.
3. Prior to work commencing on alterations to the listed tram sheds, details of the alterations to the window openings shall be submitted for the approval of the Planning Authority having first been agreed by Historic Scotland.

Reasons:-

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to retain and/or protect important elements of the existing character and amenity of the site.
3. In order to retain and/or protect important elements of the existing character and amenity of the site.

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.

Statutory Development

Plan Provision

The application site is identified in the Edinburgh City Local Plan as a housing proposal (HSG 18).

Date registered

4 April 2013

Drawing numbers/Scheme

01-14,

Scheme 1

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Links - Policies

Relevant Policies:

Relevant policies of the Edinburgh City Local Plan.

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

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

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

Consultations

Historic Scotland

The former Shrubhill Works, a tramway workshop and cable power station was constructed in 1898 at a cost of £32,000, being designed by William N Colam and John Cooper, the Burgh Engineer. It was listed Category B in 1999.

Firstly, we welcome the retention and residential conversion of the remaining buildings on the site facing Dryden Street. However, greater care could be taken to replicate the designs of the original openings, rather than enforcing a new design. The arched openings on both buildings (where not bricked up flush) are designed in a particular (and architecturally coherent) way with the strong verticals of the Diocletian window being carried down under the stone string (in stone and timber). This is lost, and needn't be, in the proposed conversion, (although some openings retain the arrangement). Further details should be provided. We also welcome the retention of the truncated chimney stalk, a great feature for the new development.

We note that it is intended to treat the removal of the boundary walling, the former eastern wall of the station sheds, as substantial demolition, rather than alteration, of the listed building. Thus, a justification in line with the SHEP test has been provided. However, the conclusions of the submitted SHEP test report (July 2013) do not really address any of the SHEP tests successfully.

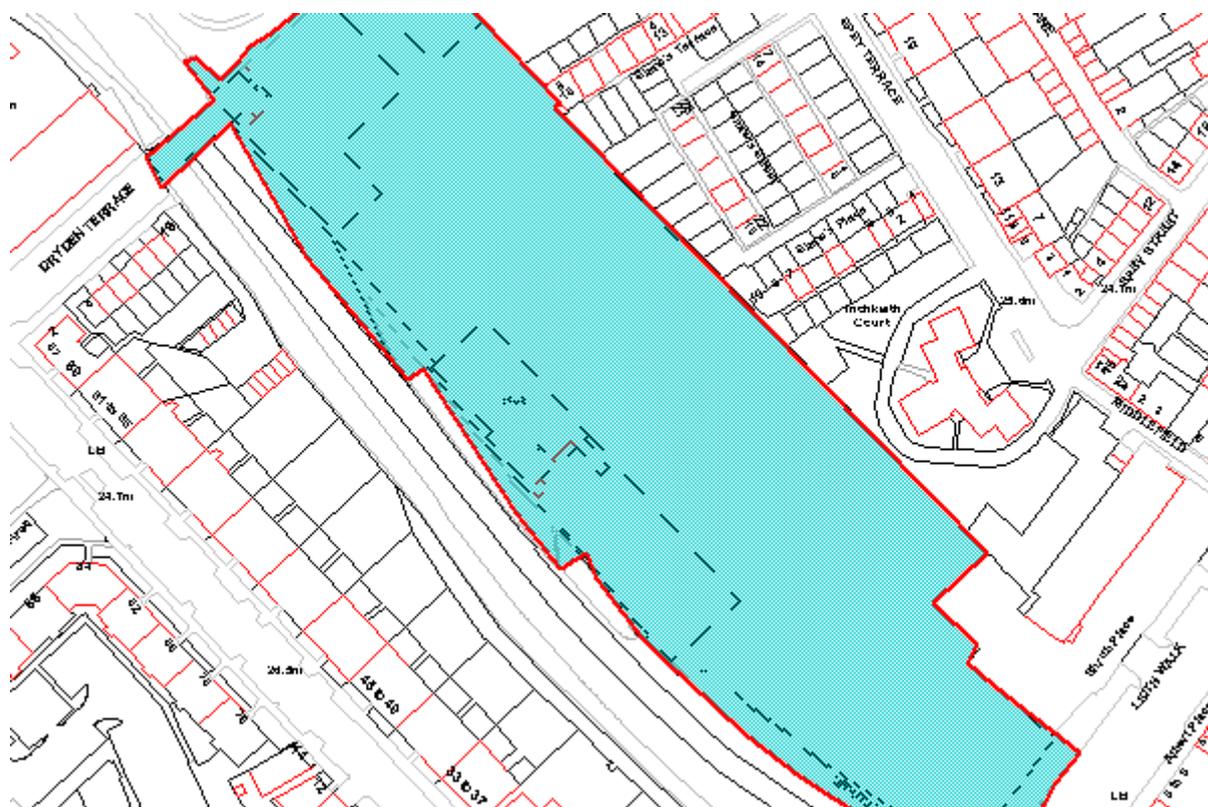
Since the building was listed major demolition work has taken place on the site. In such cases it may be appropriate to seek a reassessment of the list description based on the current situation.

However, in this case, it is clear that the walling concerned no longer forms part of the building it was designed for (and listed under), and thus its interest is diminished.

We note the ongoing maintenance issues and the unwelcome effect the walling would have on the new housing in its lee. With this in mind, and with the welcome conversion of the remaining listed buildings, we would have no objections to the truncation of the walling, although a couple of the gables could be retained as a memory of the original building, or a feature could be made of their design (e.g. round windows) in the truncated walling.

The conversion of the listed buildings and new build housing is similar to an enabling development scheme. With this in mind, we would recommend that a condition is applied to ensure they are converted early in the overall scheme, or before occupation of the new units. Such a condition should ensure the listed buildings are not left until last, with the dangers of them remaining derelict.

Location Plan



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