

Development Management Sub Committee

Wednesday 13 December 2017

**Application for Listed Building Consent 17/01823/LBC
At 95 Craigcrook Road, Edinburgh, EH4 3PE
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.**

Item number	4.2(b)
Report number	
Wards	B05 - Inverleith

Summary

The application fails to comply with policies Env 2 and Env 3 of the Local Development Plan (LDP) as the demolition works are not justified and insufficient evidence has been submitted that the loss of the stable block would meet the criteria for demolition of a listed building. In addition no evidence has been submitted that the demolitions would meet the tests as required by Historic Environment Scotland Policy Statement (HESP). There are no material considerations which would justify approval of this application. Refusal of the application is recommended.

Links

<u>Policies and guidance for this application</u>	LDPP, LEN02, LEN03, LEN04, NSG, NSLBCA, NSGD02,
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Report

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Recommendations

1.1 It is recommended that this application be Refused for the reasons 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, 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 castles 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 (reference 28014, 14/07/1966).

The site lies within the designated Special Landscape Area of Corstorphine Hill, is designated Open Space 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).

02 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 references 16/04744/FUL and 16/04792/LBC).

Main report

3.1 Description Of The Proposal

The application proposes the demolition of two existing buildings in the curtilage of Craigcrook Castle; a large existing 1960's office block adjoins the castle at its south east corner (1120 sq.m) and a victorian stable block in the south east corner of the site (151sq.m).

3.2 Determining Issues

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.

3.3 Assessment

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

- a) The impact on the character of the listed building as one of special architectural or historic importance is acceptable;
- b) The impact on the setting of the listed building is acceptable; and
- c) Historic Environment Scotland Policy Statement (HESP) has been met in respect of demolition;

a) Character of the listed building

Craigcrook Castle is category B listed and mainly of 17th century construction, with later additions. The building was listed in 1966 and as a result the stables are listed by virtue of being located in the curtilage of the castle.

Policy Env 2 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 of a utilitarian single storey design, with a flat roof, and finished in glass and timber. 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 and 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 office block is flanked by a historic stone wall which originally formed part of a walled garden within the castle grounds. This wall is to remain unaltered and it to be extended using infill from the demolition of the office block.

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 are tarmac landscape setting are non-original. No other justification has been provided for the demolition of the stable block.

Regardless of the repair work which took place after the fire, there remains historic value to the stable building. The stable block adds to the narrative of the history of the castle. The majority of the walling structure retains the original historic fabric. The demolition of the stable block has not been adequately justified.

b) Setting of the listed building

The demolition of the office block will have a significant improvement on the setting of the Castle.

The removal of this building will allow the castle to be viewed as a standalone building.

However, the loss of the stable block will remove a feature of historic interest which forms part of the landscape setting of the castle grounds. For this reason, the proposal fails to comply with policy Env 3 of the LDP.

c) Historic Environment Scotland Policy Statement (HESP) 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.*

The applicant has made no attempt to justify the demolition works based on the HESP tests and has provided little detail which relates to the loss, particularly of the listed stable building. The stable block is of special interest in the opinion of the Council and Historic Environment Scotland as detailed in the consultation response. There is no evidence that the stables are incapable of repair and are currently structurally sound. The loss of the stable will have little economic benefit to the community and the loss of the existing office block mean that there is unlikely to be a significant increase in employment potential of the site with the erection of the proposed care home (assessed in concurrent application 17/01824/FUL). No information has been submitted regarding the viability of the development or marketing of the site.

Conclusion

The application fails to comply with policies Env 2 and Env 3 of the Local Development Plan (LDP) as the demolition works are not justified and insufficient evidence has been submitted that the loss of the stable block would meet the criteria for demolition of a listed building. In addition no evidence has been submitted that the demolitions would meet the tests as required by Historic Environment Scotland Policy Statement (HESP). There are no material considerations which would justify approval of this application. Refusal of the application is recommended.

It is recommended that this application be Refused for the reasons below.

3.4 Conditions/reasons/informatives

Reasons:-

1. The proposal is contrary to Edinburgh Local Development Plan Policy Env 2 in respect of Listed Buildings - Demolition, as insufficient justification has to be provided that the demolition of the stable building would meet the 'exceptional circumstances' criteria of the policy and the demolition of this building would result in an unacceptable loss of historic fabric. In addition, the applicant has not demonstrated that they have fully satisfy requirements of the HESP in terms of demolition of a listed building.
2. The proposal is contrary to the Local Development Plan Policy Env 3 in respect of works affecting the setting of listed buildings. The proposed demolition of the stable block would diminish the special interest of the listed building to the detriment of its historic value and the setting of the castle.

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

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

Designated green belt land in the LDP.

Date registered

24 April 2017

Drawing numbers/Scheme

01-04,

Scheme 1

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

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Links - Policies

Relevant Policies:

Relevant policies of the Local Development Plan.

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

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.

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.

Appendix 1

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Consultations

Historic Environment Scotland

We object to the application because we consider the impact of the proposals and, specifically, the loss of the listed stables has not been justified. We do not consider the information provided with the application, as expected by the requirement of the Historic Environment Scotland Policy Statement (para 3.50), is sufficient for us to form a judgement 'not only on the intended development of the listed building itself, but also any associated development of which the listed building forms a part.'

We objected to a previous application (16/04792/LBC) - which we understand has now been withdrawn - due to the unjustified loss of historic fabric (stables and historic garden walling) to accommodate a care home within the grounds of Craigcrook Castle. The application boundary also separated the care home from the Castle with no proposals in place for the latter's re-occupation or conversion. We also previously stated that to remove our objection we would need revisions to the design of the care home and detailed information on the conversion / alteration of the Castle.

This new application provides improvements to the siting of the care home. Although our preference remains for it to be sited completely to the east of the existing garden wall (which incorporates the stables), the current plans respond more positively to the location and retains more historic fabric (the existing garden walls running north of the stables). As before, we can see the overall benefits in the removal of the office extension and repair and re-instatement of other garden walls. The loss of the stables will nevertheless diminish the overall integrity and interest of the site and, in our view, has not been justified in line with HESPS tests.

We have tried to take a holistic view of development at Craigcrook, and if we can see positive overall benefits that would outweigh the retention of the stables, we are likely to come to reassess our view. This is why the future of the Castle is critical and should be addressed at this stage with detailed proposals and appropriate level of supporting information. As it currently stands, we do not consider we have either in which to undertake an assessment and reach a well-informed view.

In turning to the Castle in more detail. A plan of the lower ground, ground and first floor is included within the Design Statement to illustrate conversion back into a single residential dwelling. While conversion along these lines is unlikely to have any significant impact on the Castle, the plans are more illustrative of what a conversion could look like and therefore it is difficult to form a firm conclusion at this stage. We were hoping that a more fully worked-up scheme could be put in place. The Design Statement is clearly intended to focus on the rationale for the care home, rather than to put forward a detailed scheme of works for the Castle. However, the description of works is perhaps of most concern as it does not even mention the Castle.

This suggests to us that the application, as it stands, will not allow your Council to link re-occupation of the Castle ahead, or at least in tandem, with the care home development. We are concerned that, should the care home be granted, the Castle could remain on the market and may be subject to further development pressure.

In the event your Council considers a condition, legal agreement, or other mechanism, can link development of the care home and the permanent re-use of Craigcrook Castle, and our above points are addressed, we would be happy to re-consider our objection. If you are minded to grant consent, with or without conditions, you are required under the terms of the Planning (Listed Buildings and Conservation Areas) (Notification of Applications) Direction 2015 to notify Scottish Ministers.

Archaeology

I would like to make the following comments and recommendations concerning the above linked applications for the demolition of auxiliary buildings and the erection of a new 60-bedroom care home.

The site affects the site of Craigcrook Castle situated to the west of the centre of Edinburgh on the eastern side of Corstorphine Hill. This historic site has been occupied from at least the early 14th century under the ownership of the Graham family. The estate is taken over by St Giles Cathedral in 1362. 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, 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 castles 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.

Based on the historical and archaeological evidence the site has been identified as occurring within an area of archaeological significance. Accordingly, this application must be considered under terms the Historic Environment Scotland Policy Statement (HESPS) 2016, Scottish Planning Policy (SPP), PAN 02/2011 and Edinburgh Local Development Plan 2016 Policies DES 3, ENV2, ENV4, ENV8 & ENV9. The aim should be to preserve archaeological remains in situ as a first option, but alternatively where this is not possible, archaeological excavation or an appropriate level of recording may be an acceptable alternative.

Modern Office Block

In terms of the current modern building its loss would not be considered significant and potentially beneficial to the historic setting of the Castle and surviving walls and stable block. The location of proposed new build care home within the current car-park and set away from the Castle is considered (in terms of scale and location) to have a lesser more moderate impact than the earlier 2016. Indeed, the retention of the surviving historic walls and recreation of a garden on the site of the modern offices is welcomed as it will have a beneficial impact on the setting of this important historic house.

Historic Buildings

As stated above it is welcomed that this scheme proposes the retention and conservation of the surviving sections of historic walls attached to and running north from the listed stables. These walls may date back to the 16th/17th century and clearly contain within them evidence for early estate buildings

The proposals however still seek to demolish the surviving B-listed 19th century stables building. Although affected by fire in 1995, this regionally significant buildings outwardly still retain its original look. The loss of this listed stables is therefore considered to have a significant adverse impact, both physically but also upon the historic understanding and setting of Craigcrook Castle.

In terms of Craigcrook Castle itself, section 6.4 of the submitted Design Statement discusses restoration of the Castle implying that it is linked to these linked applications. However, the descriptions of both the Ful & LBC applications do not mention this. Furthermore, the outline proposals in this section are schematic/illustrative and certainly lack the detailed required to make formal assessment on any potential impacts.

Based upon the lack of clarity and detailed information surrounding the restoration of Craigcrook Castle and proposed demolition of the B-listed stables, it has been concluded that these applications are contra to CEC Planning policies ENV4 and ENV8 (b). It is therefore recommended that these two applications are refused consent on archaeological grounds.

However, if consent is granted, it is essential that an historic building survey (level 3: internal and external elevations and plans, photographic and written survey and analysis) of the historic buildings and structures affected prior to/ during any demolition and development. This is in order to provide a permanent record of these historic structures. In addition, plans must be submitted to ensure the protection and conservation of the surviving historic estate walls during demolition and development.

Buried Archaeology

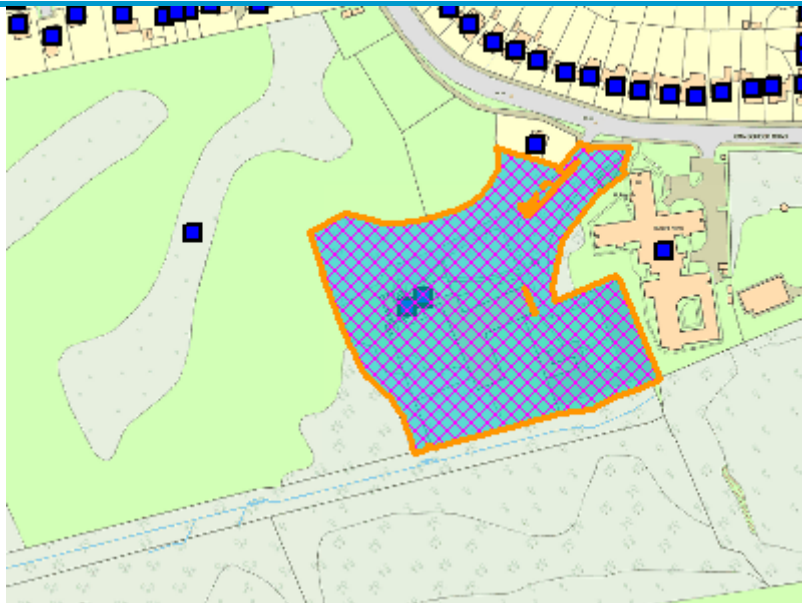
The development will see significant ground breaking works (e.g. demolitions, construction, landscaping, new services) which could reveal significant archaeological evidence for the development of Craigcrook Castle and its estate dating back to the medieval period. Having assessed these potential impacts, it has been concluded that though significant given the existing development on the site they are regarded as potentially moderate.

Accordingly, it is recommended that if consent is granted that a programme of archaeological work is undertaken prior to and during demolition/ development in order to fully excavate and record any significant remains which may be impacted upon. This work will be linked to a detailed programme of archaeological historic building and public engagement as discussed above and secured by the following recommended condition;

'No demolition or development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (excavation, historic building recording, conservation, analysis & reporting, publication) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'

The work would be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological works and for the archiving and appropriate level of publication of the results lies with the applicant.

Location Plan



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