

Development Management Sub Committee

Wednesday 15 August 2018

**Application for Listed Building Consent 18/02501/LBC
At 24 Rankeillor Street, Edinburgh, EH8 9HY
Internal alterations to create new kitchen, bathrooms and
dressing space and form new rear garden staircase access
and alter existing rear door to form a window.**

Item number	4.5
Report number	
Wards	B15 - Southside/Newington

Summary

The proposals will adversely harm the character of the building and the works are not justified. The works will not preserve or enhance the character of the conservation area. The proposals are contrary to the objectives of policy Env 4 and Env 6 in the Edinburgh Local Development Plan and do not comply with the non-statutory guidance. It is recommended that listed building consent is refused.

Links

[Policies and guidance for this application](#) LDPP, LEN04, LEN06, NSG, NSLBCA,

Report

Application for Listed Building Consent 18/02501/LBC At 24 Rankeillor Street, Edinburgh, EH8 9HY Internal alterations to create new kitchen, bathrooms and dressing space and form new rear garden staircase access and alter existing rear door to form a window.

Recommendations

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

Background

2.1 Site description

The property is a three bedroom maisonette, comprising of the basement and ground floor which forms part of a classical Georgian tenement building with five floors. The property is located on the north side of Rankeillor Street with Clerk Street to the east.

Properties No.8-52 Rankeillor Street are category B listed (date of listing: 14/12/1970, reference: LB29605).

This application site is located within the Southside Conservation Area.

2.2 Site History

18 May 2018 - Application for listed building consent for internal alterations to create new kitchen, bathrooms and dressing space. New rear garden staircase access with new patio door withdrawn (reference, 17/05991/LBC).

18 May 2018 - Application for planning permission for new rear garden staircase access with new patio door withdrawn (reference, 17/05990/FUL).

06 August 2018 - Planning permission refused to form new rear garden staircase access and alter existing rear door to form a window (18/02500/FUL).

Main report

3.1 Description Of The Proposal

Proposal

The application seeks to carry out a number of alterations to the existing property. It seeks to:

- relocate the existing basement kitchen to the rear room on the ground floor. The new kitchen units are to be set away from the existing timber panelling and door of that room;
- form a new timber and steel staircase to provide rear access to the garden from the ground floor. The cil level from one window opening is to be dropped to provide this rear access;
- form a new doorway opening to existing bathroom on the ground floor;
- replace the existing uPVC door on the rear basement level with a painted sash and case window to match the existing. The cil below the new window is to be infilled with stone to match the existing; and
- convert the existing pantry on basement level to form a new bathroom.

A Planning Design Statement was submitted and this is available to view on the Planning and Building Standards online portal.

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.

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

3.3 Assessment

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

- a) the proposals will impact on the character of the listed building;
- b) the proposal will impact on the character or appearance of the conservation area; and
- c) any matters raised in representations have been addressed.

a) Listed Building

Policy Env 4 in the Edinburgh Local Plan 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.

With regards to the proposed relocation of the existing kitchen, the non-statutory 'Listed Buildings and Conservation Areas' guidance states:

"New kitchens will generally not be acceptable in principal rooms and must not obscure any architectural detailing..."

The room where the proposed new kitchen is to be located was found to possess a number of features of architectural importance, including a central fireplace, Edinburgh Press cupboard, decorative cornices, original sash and case window with shutters, two symmetrically positioned doors on one wall and dado panelling on all sides.

The proposed kitchen units will be set away from the wall to preserve the existing timber panelling. However, the kitchen units would be fixed to the floor thus obscuring the existing timber panelling and will cut across one existing door. These works will have a detrimental impact on the character of the room. Therefore, the proposal to relocate the kitchen to that room is not supported as the works will result in a diminution of the building's interest.

The proposal to form a door opening on the ground floor and to install an external staircase to the rear of the building do not comply with the 'Listed Buildings and Conservation Areas' guidance which states:

There is a general presumption against the introduction of external access stairs on any elevation. External access stairs may be acceptable in exceptional circumstances where there is a pattern of original access stairs established relevant to the elevation(s) in question and this can be fully supported by an historic building analysis...

When buildings are in single occupancy and there is an existing door at either ground floor or basement level, an access stair at upper levels will not normally be permitted...

The garden to the rear of the property is accessed via a door on the basement level through the existing kitchen. No established patterns of original staircases were found on this listed building and no historic analysis of the building was provided.

The formation of a door opening on the ground floor level and above the basement will adversely alter the proportions and details of the existing traditional sash and case window openings which plays an important role in establishing the character of the buildings elevation. The proposed door opening will not be in-keeping with the established fenestration pattern and will result an unbalanced composition to the detriment of the character of the listed building.

The proposed alterations will not have an adverse effect on the beneficial use of the building, as the successful use of the building as a dwelling will work without these alterations. The building is not under threat. But the proposals will adversely affect the special interest of the building.

The remainder of the proposed alterations which seeks to install a doorway to existing bathroom on ground floor, replace the basement door with traditional sash and case window and the conversion of pantry to a bathroom will not impact on the character of the listed building.

b) Conservation Area

Policy Env 6 in the Edinburgh Local Development Plan requires proposals to preserve or enhance the special character or appearance of the conservation area and is consistent with the relevant character appraisal.

The property is located within the South Side Conservation Area. The character appraisal states the following:

The majority of this area is from the Georgian era beginning with St Patrick Square which was begun in 1800 to a unified scheme. Clerk Street begun in 1810 continues the line of Nicolson Street. These droved, ashlar fronted tenements continue into Montague and Rankeillor Streets. Development in the latter street was halted in the 1830's and picked up again in the 1860s... Despite the variety of architectural styles and periods which are evidenced the area remains generally harmonious in scale, massing and materials..

The proposed formation of a door opening and installation of the staircase will not preserve or enhance the character of this classical tenement building. The works are not characteristic of the listed tenement buildings on this street and will harm the character of the conservation area.

The works will not be visible from public views and will have a limited impact on the appearance of the conservation area.

c) Comments raised in representations

Material Representations- Objection

- Blocking the dado panelling and door without attachment would obscure the original architectural detailing that is essential to design and proportions of the room - Addressed in Section 3.3 (a).
- Staircase will adversely impact the balance of the rear elevation- Addressed in Section 3.3 (a).
- Works will be detrimental to the original fabric of the building- Addressed in Section 3.3 (a).
- The proposals are contrary to the policies in the Edinburgh Local Development Plan- Addressed in Section 3.3 (a) and (b).
- The proposals are contrary to the non-statutory guidance- Addressed in Section 3.3 (a) and (b).

Material Representations- Support

- Internal alterations will create more liveable and useable family space - Addressed in Section 3.3 (a).
- Staircase design is neutral and will not be visible from public views- Addressed in Section 3.3 (a) and (b).

Non Material Representations- Support

- Similar alterations carried out elsewhere has provided convenient access to rear gardens, proved useful and is compatible with modern lifestyle;
- Reference to No. 20a, 16 and 18 Rankellier Street and issue of precedent;
- Reversibility of the proposed works;
- The works will not affect the amenity of others;

- Planned changes will provide more habitable solutions and permanent residency in the area;
- Reference to student housing, HMO and short-term lets in the area with recent applications to subdivide dining/kitchens to create additional bedrooms;
- Adaptations of city properties are required to facilitate family life;
- Previous occupants moved as property did not work as a family home;
- Demographic issues/pressures of the area - communities would benefit from flexibility to make alterations to home without loss to diversity and area needs families like the applicants; and
- No direct objections from neighbours.

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

3.4 Conditions/reasons/informatives

Reasons:-

1. The proposal is contrary to the Local Development Plan Policy Env 4 in respect of Listed Buildings - Alterations and Extensions, as the works will diminish the character of the listed building and the alterations are not justified.
2. The proposal is contrary to the Local Development Plan Policy Env 6 in respect of Conservation Areas - Development, as the works will not preserve or enhance the character of the conservation area.
3. The proposals are contrary to non-statutory guidance on Listed Buildings and Conservation Areas as the proposed alterations will adversely harm the character of the listed building.

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

There is no pre-application process history.

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 15 June 2018 and the proposal attracted 24 letters of representations. Twenty three were letters of support and one letter of objection. The comments made are addressed in the Assessment section of the report.

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 1 June 2018

Drawing numbers/Scheme 01-07.,

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 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

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

Historic Environment Scotland

Our Advice

We commented on a similar application for internal alterations in January, which we understand was subsequently withdrawn. We can clearly see how our previous comments have been reflected in the new application, which we welcome. While it would still be preferable to see island units installed in the kitchen, avoiding units along the wall, and the retention of the doorway in use, we recognise the existing panelling will be retained and that overall the revised kitchen layout is improved.

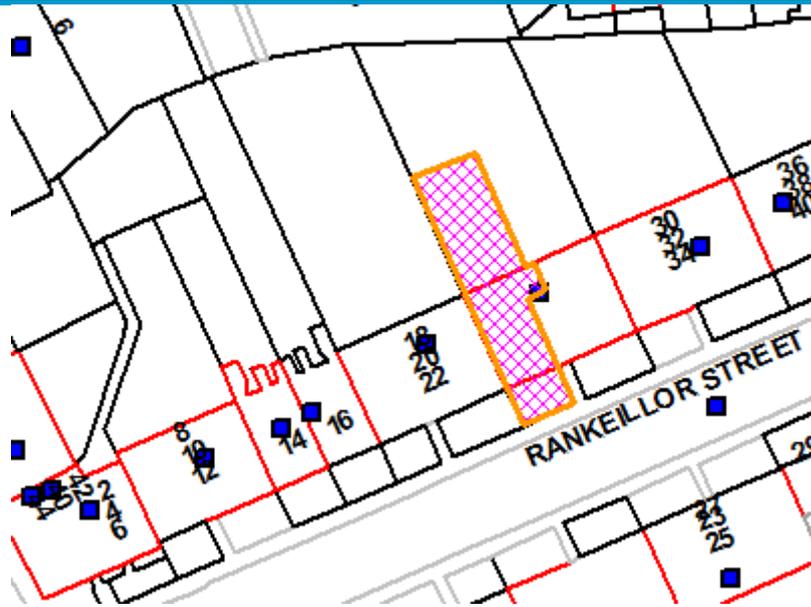
Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our view is that the proposals do not raise historic environment issues of national significance and therefore we do not object. However, our decision 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/conservation area consent, together with related policy guidance.

Further Information

This response applies to the application currently proposed. An amended scheme may require another consultation with us.

Guidance about national policy can be found in our 'Managing Change in the Historic Environment' series available online at www.historicenvironment.scot/advice-and-support/planning-and-guidance/legislation-and-guidance/managing-change-in-the-historic-environment-guidance-notes/. Technical advice is available through our Technical Conservation website at www.engineshed.org.

Location Plan



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