

Development Management Sub Committee

Wednesday 22 February 2017

**Application for Listed Building Consent 16/05400/LBC
At Former Royal Infirmary Site, 1 Lauriston Place, Edinburgh
Enabling works in advance of the scheme for restoration and
re-use of the building as an education facility by the
University of Edinburgh, comprising:**

- External down-takings including front & rear extensions, balconies, roof walkways, gatehouse, forecourt walls & railings**
- Internal down-takings & strip out including non-load bearing partitions, ceilings, floor finishes, NHS equipment and asbestos**
- Temporary structural works, temporary weatherproofing & roof repairs**

Item number	7.1
Report number	
Wards	A10 - Meadows/Morningside

Summary

The proposals comply with the development plan policies and non-statutory guidelines and have no adverse effect on the character of the listed building or character or appearance of the conservation area. The proposed demolition of the gatehouse meets Historic Environment Policy Statement Test c) as it will deliver significant benefits to the wider community. There are no identified impacts on equalities or human rights and no material considerations that outweigh this conclusion.

It is recommended that the application is granted.

Links

[Policies and guidance for this application](#)

LEN04, LDPP, LEN06, LEN01, NSG, NSLBCA, CRPMAR,

Report

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- Temporary structural works, temporary weatherproofing & roof repairs**

Recommendations

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

Background

2.1 Site description

The application refers to the Surgical Hospital and Lodge of the former Royal Infirmary of Edinburgh (RIE) on the south side of Lauriston Place at the north-east corner of Quatermile - a residential, commercial and leisure development occupying the former RIE site.

The Surgical Hospital by David Bryce which is category A listed (ref. 30306, listed on 31.05.1994), dating from 1870 with later alterations and extensions, was built on the site of the former George Watson's Hospital of 1738-41. The three storey, attic and basement building is Scots Baronial in style and symmetrical in plan, comprising a main entrance block, with a square turreted central entrance tower and six former ward pavilion wings, four facing north and two facing south. These elements are linked through main spinal corridors running parallel to Lauriston Place. This layout incorporates the principles of light and air in hospital planning advocated by Florence Nightingale.

There are partly-original but heavily altered and extended single and part two-storey former operating theatre blocks in the courtyards between the ward wings on the north elevation. Two former classroom blocks are attached to the south elevation to either side of the remnants of a link building (previously demolished) to the former George Watson's Hospital. There are also later extensions at roof level.

The building is mainly utilitarian internally, although parts of the ground floor and first floor are significant including plaques with gilt lettering in the entrance hall, main corridor and central stair commemorating the donors to the Surgical Hospital and previous George Watson's Hospital. The former Boardroom has significant plasterwork and joinery details.

The building is constructed in bull-faced Hailes sandstone with ashlar dressings, slate roofs and mainly timber-framed sash and case windows.

The Lodge, by John Lessels dating from circa 1740, is situated between the gates at the main entrance on Lauriston Place and is a single storey and basement, Italianate style building constructed in stugged beige sandstone with polished ashlar dressings, a slate roof and timber framed sash and case windows.

The Lodge, gatepiers, sandstone walls, railings and lamp standards at the main entrance are category B listed (ref. 30310, listed on 31.05.1994).

The site is partially enclosed by sandstone walls with railings on the northern and eastern boundaries and is bounded to the south by a pedestrian link connecting eastwards to Middle Meadow Walk.

Vehicular access to the site is via Nightingale Way, off Lauriston Place and there are trees along the northern boundary and in the central courtyard. The remainder of the Quatermile site lies to the west and south.

The site is within the Edinburgh World Heritage Site.

This application site is located within the Marchmont, Meadows and Bruntsfield Conservation Area.

2.2 Site History

There is an extensive development history on the site. The most relevant to this proposal are as follows:

03 February 2004 - listed building consent granted for demolition of the remainder of George Watsons Hospital and Chapel (application number 02/01665/LBC).

19 July 2004 - planning permission granted at the former RIE site for a mixed use development of hotel, residential, retail, food and drink, office, public house and leisure with hard and soft landscaping, boundary enclosures and new access roads and paths. This included the conversion of the Surgical Hospital to a hotel with retail at ground floor and the erection of new buildings to the south comprising office, residential, leisure and retail uses (application number 02/01662/FUL).

1 September 2004 - listed building consent granted for part demolition, alteration and extension of the Surgical Hospital and Lodge (application number 02/01664/LBC).

13 July 2006 - listed building consent granted for alteration and extension of the Surgical Hospital (application number 05/03892/LBC).

10 March 2008 - planning permission granted for amendment to planning permission 02/01662/FUL, including the change of use of the Surgical Hospital to residential/leisure (application number 05/03894/FUL).

29 January 2015 - Proposal of Application Notice (PAN) approved for change of use of the Surgical Hospital to form a residential development with retail, office and food and drink uses at ground floor level (application number 15/00126/PAN).

03 October 2016 - Proposal of Application Notice (PAN) approved for the proposed change of use and conversion of the category A listed Surgical Hospital of the former Royal Infirmary of Edinburgh to provide an educational facility for Edinburgh University. The proposals include repair, refurbishment and alterations to the original fabric, some areas of removal, addition of new build elements, alterations to hard and soft landscape and addition of a new public space. The gross floor area of the proposed development is circa 20,000sqm which includes 5,000sqm of new build accommodation (application number 16/04490/PAN).

Related Planning History

28 September 2016 - Proposal of Application Notice (PAN) approved for a proposed residential development (91 units) and ancillary works together with commercial use at ground floor level on a separate site within the southern courtyard area of the Surgical Hospital (application number 16/04412/PAN).

Main report

3.1 Description Of The Proposal

The application is for enabling works in advance of the submission of planning permission and listed building consent applications for the comprehensive restoration and re-use of the building by the University of Edinburgh as a new entrepreneurial education facility.

The proposed works comprise:

External Downtakings

- demolish the entrance Lodge;
- remove the section of railings, walls, inner set of gatepiers and twin sets of gates in front of the Lodge;
- remove the single and part two-storey, sandstone-built, former operating theatre blocks and later additions in the courtyards between the north ward wings;
- remove the modern infills between the turrets of the wards at each floor;
- demolish the two four-storey, sandstone-built, former classroom blocks on the south elevation;

- take down altered sandstone bays at the inner ends of the south ward wings; and
- remove the modern extensions at roof level.

Internal Downtakings

- remove non-load bearing partitions, suspended ceilings, raised floors and redundant services, NHS equipment and asbestos; and
- remove 37 donor boards from the areas to be demolished and areas where plaster and lath needs to be stripped off the walls;

Roof Works

- erect temporary roof coverings comprising profiled metal on timber posts or bituminous felt on plywood decks to internal areas exposed by the proposed demolition works.

Supporting Documents

The following documents have been submitted in support of the application and are available to view on the Planning and Building Standards online services:

- Justification for Demolition and Enabling Works;
- Conservation Statement;
- Ecology Survey (Bats and Birds); and
- Concept images for the converted building.

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 demolition of the Lodge (gatehouse) is acceptable;
- b) the remaining enabling works adversely affect the character of the listed building;
- c) the proposals adversely affect the character or appearance of the conservation area;

- d) the proposals harm the Outstanding Universal Value of the World Heritage Site;
- e) any impacts on equalities or human rights are acceptable;
- f) comments raised have been addressed; and
- g) other material considerations have been addressed.

a) Demolition of Lodge

Edinburgh Local Development Plan (LDP) Policy Env 2 only supports the demolition of listed buildings in exceptional circumstances taking into account:

- a) the condition of the building and the cost of repairing and maintaining it in relation to its importance and to the value to be derived from its continuing use;
- b) the adequacy of the efforts to retain the building in, or adapt it to, a use that will safeguard its future, including its marketing at a price reflecting its location and condition to potential restoring purchasers for a reasonable period;
- c) the merits of alternative proposals for the site and whether the public benefits to be derived from the demolition outweigh the loss.

In order to establish whether the proposed demolition of the Lodge fulfils any of the above criteria, the proposal has been assessed against the four tests set out in the Historic Environment Scotland Policy Statement (HESPS) as follows:

- 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.

Test a) - Special Interest

The building is category B listed as it was built as part of the former George Watson's Hospital which used to occupy the site on which the Surgical Hospital was erected and it is of intrinsic architectural merit designed by notable Edinburgh architect John Lessels in the Italianate style.

The fact that the gatehouse is not contemporary with and in contrasting style to the Surgical Hospital does not lessen its historic and architectural significance.

Also, the category of listing is not a policy consideration for assessing whether demolition is acceptable.

This building is of special interest, so there is no justification for its loss on this basis.

Test b) - Condition

No detailed information has been provided on the condition of the Lodge as the issue of repair has not been put forward as a justification for demolition, so the proposal does not meet Test b).

Test c) - Economic and Social Benefits

The category A listed Surgical Hospital, formerly one of Edinburgh's major public institutions and still one of Edinburgh's most distinguished architectural landmarks, has been vacant for nearly 15 years and has suffered deterioration as a result.

Previous planning permissions and listed building consents for re-development of the Surgical Hospital as a hotel with retail use and residential/leisure use have not been taken up. These were speculative developments as opposed to a confirmed, long-term and appropriate educational use by the University of Edinburgh.

The new facility will provide flexible accommodation for the multi-disciplinary teaching of business, politics, humanities, innovation and arts in a way that marks a radical departure from conventional business schools. The former Surgical Hospital is to become a new focal point within the University's city-centre campus, being strategically placed between George Square and Edinburgh College of Art and will make use of physical links along Lauriston Place and Middle Meadow Walk.

A key part of the re-development and re-use of the building is to create a new public square with sizeable events space in front of the main entrance off Lauriston Place. This will change the current identity of the building from imposing and secure to open and inviting. The original main entrance will be re-instated and enhanced as a welcoming and fully accessible public entrance to the new facility.

In the years before the hospital closed, the former admissions entrance off Middle Meadow Walk had become the main public entrance and the University considers that a significant physical intervention and new use is required for the forecourt in order to change public perception of the building from a closed to an open public asset. Furthermore, the relationship of this new public space to the wider community is crucial to the functioning of the proposed new entrepreneurial education facility which will include a range of facilities open to businesses and the wider community throughout the year. The events space is also intended to be used as a temporary performance venue during the Edinburgh Festival.

The proposed demolition of the Lodge is not in isolation as this structure, along with the railings, walls, gatepiers and gates in front, forms a physical and visual barrier to the proposed public square. The removal of these structures is therefore essential to achieving this fundamental change in the public perception of the former Surgical Hospital from that of a secure Victorian institution to a forward-looking, open University facility. Lauriston Place is a main and busy traffic corridor with narrow pavements and the new opening will act as a physical signpost to the proposed new square and events space.

The removal of the railings, walls, gatepiers and gates alone would not address the fact that the gatehouse is the main visual barrier, so the Lodge must be removed to make a sufficiently significant difference to the existing sense of enclosure and complete the feeling of openness.

The new building will be open to the city and represents the University's commitment to protecting and ensuring a future for buildings that are an integral part of Edinburgh's built heritage. In order to truly embrace the city and be open to all, any physical and visible barriers need to be removed so that a welcoming place can be created to pause, view or engage with the building. The University aims to create a series of civic spaces throughout the central campus which will link and tie the University buildings together, giving the opportunity for public engagement.

The formation of the new public square and the underground events space, alterations to the main entrance and erection of new extensions to provide lecture and circulation spaces will form part of anticipated forthcoming planning and listed building consent applications for the main conversion of the building. The enabling works proposed in this current application are required to secure the building and allow essential investigation works to be undertaken that will help inform the design of the main conversion.

Another key issue is the relationship of the Lodge to the proposed new underground lecture theatre which is a vital space to the success of the main development. This underground space will be at the heart of the new building and is required to create valuable floor space in an inefficient building which has significant volumes of circulation and corridor space without the necessary larger capacity areas for the intended use as a multi-disciplinary teaching facility.

In addition, the underground space will be multi-use for events, exhibitions, dinners, conferences, etc, rather than limited to a lecture theatre. In lecture mode it will accommodate up to 500 people. The multi-use nature of the space will result in a maximum occupancy and is the basis for the business case. The dimensions of the space have been optimised to suit this range of uses and create an adaptable space. Whilst the actual event space is a few metres from the rear building line of the Lodge, the plant room that will serve this space encroaches beneath its southern wall, so the overall dimensions would need to be reduced if the gatehouse were retained. This would have an economic impact on the viability of the underground event space.

Also, the Lodge reduces the area of space available for the new public square in front of the building. This external space presents an opportunity for all year round events but, in particular, as a host and participant in the city's Festival providing an opportunity to enhance the University's contribution to the Festival. Restrictions on the extent of this space would severely compromise the opportunity to create an ambitious public space which would benefit the community. The removal of the gatehouse is therefore essential to contribute to the economic growth of the greater community by creating a transformational building bringing benefits not only at a local and regional level but also at a national and international level.

A further but significant factor is the current physical constraints of the site due to the occupation of most of the southern courtyard by contractors working on construction projects on adjacent Quartermile sites. These contractors will be on site for the duration of the proposed enabling works and will remain in place during the construction of the proposed new residential development to the immediate south of the Surgical Hospital. As a result, access and egress for the University's site traffic will be extremely restricted and this will make the enabling works extremely difficult and time-consuming as well as costly, bringing the business case into question and putting the whole vision for the building at risk. The removal of the Lodge, as well as the gates, gatepiers and a section of walls and railings will allow site traffic much needed access from Laursiton Place.

These enabling works are a crucial part of the re-development and re-use of this important listed building as the removal of the proposed sections, modern and historic alike, will allow essential physical investigation to be undertaken to ensure that the important remaining original fabric can be conserved and restored appropriately whilst allowing necessary preparatory works for the main conversion and re-development to begin.

Test d) - Economic Viability of Reuse

This test is not relevant to the proposed demolition as the Lodge cannot be sold as a separate building due to its key position on the site.

Summary

The demolition of the listed Lodge is essential to delivering significant benefits to economic growth and the wider community as part of the comprehensive redevelopment and re-use of the former Surgical Hospital which involves the retention and restoration of the key original elements of this category A listed structure. This satisfies Historic Environment Scotland Policy Statement (HESPS) Test c) and complies with Edinburgh Local Development Plan Policy Env 2 as public benefits from this demolition will outweigh the loss.

Historic Environment Scotland (HES) has withdrawn its objection to the proposed demolition on the basis of further supporting information that has been submitted. HES has recommended conditions of consent regarding salvage and recording and appropriate conditions are proposed. The University intends to salvage some of the stonework of the Lodge and gatepiers and re-use this material somewhere within the site. This stonework is not suitable for use in fabric repairs to the main building due to the differing stone styles but could be re-used within the future landscaping proposals.

There is no suitable alternative location within the site for the gatehouse to be relocated in its entirety as the area of land acquired by the University outwith the building footprint is limited, comprising only the space in front of the main entrance and the two north courtyards.

While the demolition of the Lodge is a significant intervention at this particular stage, prior to the submission of the full planning application and main listed building consent application, there is no likely risk in the new education facility not going ahead. The University has already invested a significant amount on this project and has engaged in several constructive pre-application meetings with the Council and Historic Environment Scotland at which the key design approach has been developed and advanced.

b) Remaining Enabling Works and Character of Listed Building

LDP Policy Env 2 permits alterations to listed buildings where these are justified and will not cause damage or diminish its historic interest.

The proposed new education use will bring this important category A listed building back into use after nearly 15 years of vacancy. The previous planning permission and listed building consents for alternative uses included significant physical interventions, including the demolition of the linking corridors between the wards and the historic classroom extensions to the rear. Substantial new extensions on the south (rear) elevation were also approved. These are relevant considerations in the determination of the current proposals.

External Downtakings

Railings, Walls, Gatepiers and Gates

As regards the proposed removal of the section of railings and walls, which includes the inner set of gatepiers and twin sets of gates in front of the Lodge, one of the previous office developments on the Quatermile site included the removal of a section of railings and walls leaving only the stone piers between. This was to open up the forecourt in front of the building facing Lauriston Place. The proposed removal of a complete section of railings and walls in front of the main entrance is a more comprehensive way of opening up the site to Lauriston Place. The loss of the twin sets of gates and inner gatepiers is unfortunate. However, as stated above, these features are in a position that, if left in situ, would severely compromise the successful connection of the main entrance and new public space with Lauriston Place. Lengthy sections of the original walls and railings will remain intact to clearly demarcate the original site edge and maintain an appropriate level of enclosure whilst acknowledging the new, more inclusive use.

Former Operating Theatre Blocks and Later Additions

The former operating theatre blocks have been heavily altered and extended and they are of limited intrinsic historic and architectural merit as a consequence. Also, the removal of these blocks will enable the retention and re-use of the smaller internal spaces that make up the majority of the existing accommodation, without have to compromise the most significant areas of the original Surgical Hospital. The former operating theatre blocks have been heavily altered and extended and they are of limited intrinsic historic and architectural merit as a consequence. Also, the removal of these blocks will enable the retention and re-use of the smaller internal spaces that make up the majority of the existing accommodation, without having to compromise the most significant areas of the original Surgical Hospital.

Modern Infills at Ward Ends

The removal of these modern infills between the turrets of the wards at each floor was approved in the original application for conversion of the Surgical Hospital to a hotel (reference 02/01664/LBC). This proposal is a significant conservation gain.

Former Classroom Blocks on South Elevation

The removal of these two four-storey, sandstone-built, former classroom blocks on the south elevation was also approved in the original application for conversion of the Surgical Hospital (as referenced above).

The remaining part of the former George Watson's Hospital was demolished under listed building consent reference 02/01665/LBC, so these blocks, both of which were designed to reflect the style of the former hospital on the site have no architectural relationship to the current building. Also, the structures have undergone significant external and internal alterations over time and have lost their integrity as designed additions.

The removal of these former classroom blocks will therefore have no adverse effect on the historic or architectural character of the listed building and will enable the erection of vital new circulation corridors and escape stairs as part of the main conversion works.

Sandstone Bays at Ends of South Ward Wings

The upper levels of these bays have been severely compromised by later extensions at roof level, so their removal is acceptable in principle. Any sound sandstone will be salvaged and re-used in the repair and restoration of the remaining original facades.

Modern Extensions at Roof Level

The removal of these modern extensions was approved in the original application for conversion of the Surgical Hospital to a hotel (reference 02/01664/LBC). These are of no intrinsic historic or architectural merit so their removal constitutes conservation gain.

The proposed temporary roof coverings, where these elements have been removed, are of appropriate design and materials given their temporary nature.

Internal Downtakings

Partitions and Suspended Ceilings

The proposed internal works will retain the most significant parts of the original building, namely the main block with its central tower and internal stair, the east-west circulation corridors and the north and south ward wings.

The link sections of the wards to the central corridors have been altered significantly in the past, mainly through subdivision into smaller rooms. The removal of these later partitions will enable the insertion of essential services, including lifts, escape stairs, toilets and riser ducts in utilitarian parts of the listed building.

Modern suspended ceilings within the wards will be removed as these are detrimental to the original proportions and design which was based on natural air circulation.

These enabling works will allow work to start on the conservation of the original fabric which is deteriorating due to wet and dry rot mainly caused by water ingress over time.

Donor Boards

This application proposes to remove 37 out of the total 79 donor boards. These 37 boards comprise mostly painted canvas stuck to the lath and plaster walls within a wooden frame. The boards in the main entrance hall and staircase are not affected by these works.

Of the 37 boards to be removed, five are in areas to be demolished and the rest are in areas where the plaster and lath has to be stripped off the walls due to dry rot-affected backing timbers, asbestos surveys or general deterioration of the plaster surfaces. Eight of the 37 boards are in a damaged state due to dry-rot and layers of intumescent varnish and five more boards were granted listed building consent in 2004 under the original application for conversion to a hotel. No conditions were attached to this consent as regards the retention or relocation of these five boards.

The University has appointed an art conservator to investigate whether three boards which record donations during the First World War can be removed successfully and stored safely to allow transfer to the NHS, if the service is interested in displaying these boards at another location.

As regards the remaining 16 of the 37 boards, the practicality of removing the canvas from the wall intact has been assessed and this could only be done by specialist art conservators. Even then, it is likely that the canvas would tear due to brittleness. The costs of removal and conservation has been estimated at around £10,000 per board, with ongoing storage costs.

Given these high costs and potential unsuccessful salvage, the option to record the boards prior to removal is considered adequate as a way of preserving these artefacts in history. The boards relate to the donations to the Royal Infirmary (some predating the current building) including beds and fittings and their significance therefore relates more to the hospital as an institution rather than the current building.

The University of Edinburgh has notified the Royal Commission on the Ancient and Historical Monuments of Scotland (RCAHMS) to allow the Commission the opportunity to record the boards and any other areas of the building prior to removal. In addition, all of the boards have been professionally photographed to provide an accurate digital record. These photographs can be reproduced in high definition digital format, either as a projected display within the building or elsewhere and the University intends to tell the story of the building including links between the donors and the University as part of the interpretation of the restored building.

Summary

The proposed enabling works, involving external and internal downtakings, are therefore justified and will not cause unnecessary damage to or diminish the historic interest of the listed building.

c) Character and Appearance of Conservation Area

The Marchmont, Meadows and Bruntsfield Conservation Area Character Appraisal identifies the key characteristics of the area as:

- *"the distinctive Scottish Baronial style is the principal architectural for;*
- *well proportioned Victorian tenemental perimeter blocks with Baronial detailing;*
- *the consistency of design gives the area integrity - high quality local sandstone, slate roofs, timber sashes unify the different types and scales of housing [and] chimney-stacks, bays, dormers and other flourishes continue this theme."*

The Character Appraisal also notes that:

"The Masterplan for the former Infirmary has been devised to maximise pedestrian permeability to re-integrate the site with the city".

The proposed enabling works will preserve the character of the conservation area as none of these works will have a detrimental impact on the key spatial and architectural characteristics as identified above. The demolition of the Lodge to allow the creation of a new public space will promote pedestrian permeability of the site and better connection with Lauriston Place. The most historically and architecturally significant parts of a category A listed, landmark building of the conservation area will be retained, restored and renovated.

The proposed enabling works will therefore have no adverse effect on the character or appearance of the conservation area, in compliance with LDP Policy Env 6.

d) Outstanding Universal Value of World Heritage Site

The Outstanding Universal Value of the Edinburgh World Heritage Site is defined as the remarkable juxtaposition of two clearly articulated urban planning phenomena: the contrast between the organic medieval Old Town and the planned Georgian New Town which provides clarity of urban structure unrivalled in Europe.

In the context of this development the proposals support the objectives of the WHS through the protection and reuse of the 'A' listed surgical block and working to safeguard its future. In addition this will support the cultural and intellectual merit of the WHS and will contribute to a mixed community.

The proposed works will cause no harm to the Outstanding Universal Value of the World Heritage Site and therefore accords with LDP Policy Env 1.

e) Equalities and Human Rights

This application was assessed in terms of equalities and human rights and no impact has been identified.

f) Comments

Tollcross Community Council

The listed historic gate house, gate pillars, boundary walls and railings need to be kept in place, as these consist of substantial historic fabric and make a major statement about the historic use of the buildings - this has been addressed in sections 3.3 a) and b) of the assessment.

The Community Council approves of the proposed use of the building and feels that Edinburgh University, which has historically been active in this area, will make good use of the building - this has been acknowledged in section 3.3 a) of the assessment.

Material Objections

- the proposed demolition of the gatehouse, gates, stone piers, boundary walls and railings will adversely affect the character of the listed building, conservation area and World Heritage Site - this has been addressed in sections 3.3 a), b), c) and d) of the assessment.
- the former operating theatres enhance the character of the listed building and should not be removed - this has been addressed in section 3.3 b) of the assessment.
- the bow-ended structure to the southwest was designed to connect the Bryce hospital with the original George Watson's hospital (now demolished) and should be retained as should the similar block to the southeast - this has been addressed in section 3.3 b) of the assessment.

g) Other Material Considerations

Archaeology

The site contains potentially important remains in terms of the medical and social history of Edinburgh and, in particular, of the local Fountainbridge area.

Accordingly, a condition is proposed to ensure that an archaeological investigation is undertaken. The University has commissioned a firm to commence this investigation as soon as possible, although part of the investigation and recording works will relate to external and internal features which will only be exposed in the process of the enabling works which are subject of this application. For this reason, the condition does not specify that the investigation needs to be carried out prior to works commencing.

European Protected Species

The proposed works will have an effect on a European protected species which, in accordance with the Habitats Regulations 1994, will require the applicant to obtain a derogation licence from Scottish Natural Heritage (SNH). This means that, prior to issuing this licence, it is necessary for the applicant to be in receipt of planning permission.

This application is for listed building consent but relates to an anticipated forthcoming planning application for the conversion and extension of the main building and redevelopment of the forecourt area. As the proposed enabling works, subject of this current application, will affect parts of the building in which evidence of European protected species have been found, it is necessary to ensure that the planning authority is satisfied that the three tests necessary for a licence to be issued, will be met.

Based on the survey information supplied by the applicant, is it likely that this application will meet the three tests necessary for SNH to issue a derogation licence for the destruction/disturbance of roosting bats.

Conclusion

The proposals comply with the development plan and non-statutory guidelines and have no adverse effect on the character of the listed building or character or appearance of the conservation area. The proposed demolition of the gatehouse meets Historic Environment Policy Statement Test c) as it will deliver significant benefits to the wider community. There are no identified impacts on equalities or human rights and no material considerations that outweigh this conclusion.

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

3.4 Conditions/reasons/informatives

Conditions:-

1. The applicant shall secure the implementation of a programme of archaeological work (historic building recording, excavation, analysis, reporting and publication, interpretation, conservation) in accordance with a written scheme of investigation to be submitted by the applicant. This work shall be conducted prior to, during and after the enabling works hereby approved and details of the investigation shall be submitted in writing for approval by the Planning Authority at each stage.
2. Prior to the demolition of the Lodge and removal of the gates and gatepiers hereby approved, the applicant shall submit details of the stonework and any metalwork intended to be salvaged, including details of the method and location of storage. These details shall be approved in writing by the Planning Authority prior to the commencement of the demolition and removal works specified above. Further details of the proposed re-use of any salvaged materials shall be submitted at a future date for written approval by the Planning Authority. These details will be required as a condition of any forthcoming planning permission and/or listed building consent for the main conversion works if they have not been approved in writing by the Planning Authority beforehand.

3. As this application involves the demolition of a listed building/an unlisted building in a conservation area, if consent is granted, Historic Environment Scotland shall be allowed the opportunity to carry out recording of the building. To avoid any unnecessary delay in the case of consent being granted, applicants are strongly encouraged to complete and return the Consent Application Referral Form found at www.historicenvironment.scot/about-us/what-we-do/survey-and-recording/threatened-buildings-survey-programme.

Reasons:-

1. In order to safeguard the interests of archaeological heritage.
2. In order to safeguard the interests of architectural heritage.
3. In order to safeguard the interests of architectural heritage.

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

The application was advertised on 18 November 2016. A total of 33 representations were received, 32 objecting to the proposals, including comments from Tollcross Community Council, the Ward Councillor, the Cockburn Association and the Architectural Heritage Society of Scotland (AHSS). There was one comment in support of the application.

A full assessment of the representations can be found 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**

The site is located with the Edinburgh Local Development Plan in City Centre proposal area CC 4: Quartermile for a sustainable, mixed-use urban community.

Date registered

3 November 2016

Drawing numbers/Scheme

01 - 15, 16a and 17a,

Scheme 1

David R. Leslie

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Links - Policies

Relevant Policies:

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

Relevant policies of the Local Development Plan.

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

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

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.

The Marchmont, Meadows and Bruntsfield Conservation Area Character Appraisal emphasises the well proportioned Victorian tenemental perimeter blocks with Baronial detailing and the substantial area of the open parkland formed by the Meadows and Bruntsfield Links.

Appendix 1

**Application for Listed Building Consent 16/05400/LBC
At Former Royal Infirmary Site, 1 Lauriston Place, Edinburgh
Enabling works in advance of the scheme for restoration and
re-use of the building as an education facility by the
University of Edinburgh, comprising:**

- External down-takings including front & rear extensions, balconies, roof walkways, gatehouse, forecourt walls & railings**
- Internal down-takings & strip out including non-load bearing partitions, ceilings, floor finishes, NHS equipment and asbestos**
- Temporary structural works, temporary weatherproofing & roof repairs**

Consultations

Historic Environment Scotland

We object to the application because it involves the demolition of a Category B listed building without adequate justification.

The application

The listed building consent application concerns two separately listed buildings: the Category A listed former Royal Infirmary building; and the Category B listed gatehouse, together with the gates and railings. This letter gives our views on these two elements as follows:

Infirmery building

We very much welcome the reuse of this long-empty building.

The majority of the application involves stripping-out work, including the removal of later additions and alterations, to the main 1870s Bryce building. Many of these works of stripping-out were discussed in our walk around the building with your Council, including the treatment of donor boards and surviving historic fabric. We welcome too the proposed salvage of materials and donor boards. We consider much of these preparatory strip-out works could be subject to conditions.

Gatehouse, gatepiers and railings

The application proposes the demolition of the Category B-listed gatehouse, designed by John Lessels in 1857 for the former George Watson's School. It also proposes the demolition of the adjacent gatepiers and railings, and also the forecourt railings and walling.

There is a presumption against the demolition of listed buildings within our Historic Environment Scotland Policy Statement. We believe the gatehouse building, which appears to be in good condition, is important both in its own right, and as a reminder of an earlier use of the site.

There is no clear justification for their loss set against the demolition tests within the Historic Environment Scotland Policy Statement.

If you are minded to grant consent, with or without conditions, you are required under the terms the Planning (Listed Buildings and Conservation Areas) (Notification of Applications) Direction 2015 to notify Scottish Ministers.

Further Response

Whilst we don't think the best case possible has currently been made to address the test, we are, of course, conscious of the very significant benefits that the overall development will bring, especially the beneficial reuse of a Category A listed building at risk.

We think there would still be benefit in producing a single document bringing together the significant economic and public benefits, together with why the loss of the gatehouse and piers are essential to achieve the benefits.

However, we are aware that a case can be made, and if your Council is satisfied the test has been met, we do not wish to delay the works, and are therefore willing to remove our objection.

We would strongly suggest an appropriate salvage condition is added to the down-taking of the gatehouse and piers (demolition is not mentioned in the application). There would also be worth in tying its removal to the planning permission for the new scheme.

Archaeology

This application affects the former main A-listed hospital building of the former Edinburgh Royal Infirmary constructed in the 1870's and designed by William Bryce. A hospital on this site was established in the mid-18th century with the construction of the now demolished (c.2007/8) George Watson's Hospital designed by William Adam. This hospital quickly grew to be Edinburgh's main hospital unit list closure in the early 2000' and its transfer to a new site at Little France.

Accordingly, this application must be considered under terms Scottish Government's Scottish Planning Policy (SPP) and Scottish Historic Environment Policy (SHEP) and also CEC's Edinburgh Local Development Plan (2016) Policies ENV4 and ENV9.

These proposals set out a programme of enabling works in advance of its redevelopment and will help in its long term restoration and preservation. However, the proposed works will require significant alterations to the fabric of the building which will reveal significant information concerning its development and use. Accordingly, it is recommended that a detailed programme of historic building recording (level 3) comprising annotated phased plans and elevations, photographic and written descriptions and analysis is undertaken both prior to and during these works.

Founders /Public Benefactors Memorials

Significantly the hospital building still contains in situ the memorial 'plaques' recording significant public donations and donors from the hospitals inception in the 1840s through to the early 2000's. These memorials, primarily canvas affixed to the plaster walls are integral to the history of the building and must be preserved in situ. Accordingly, it is essential that prior to any works commencing on site that a detailed record is undertaken of them as part of the programme of archaeology works and that a conservation plan is produced not only detailing how they will be protected during these and later works but also how they will be restored and conserved.

Archaeological Public Engagement and Interpretation

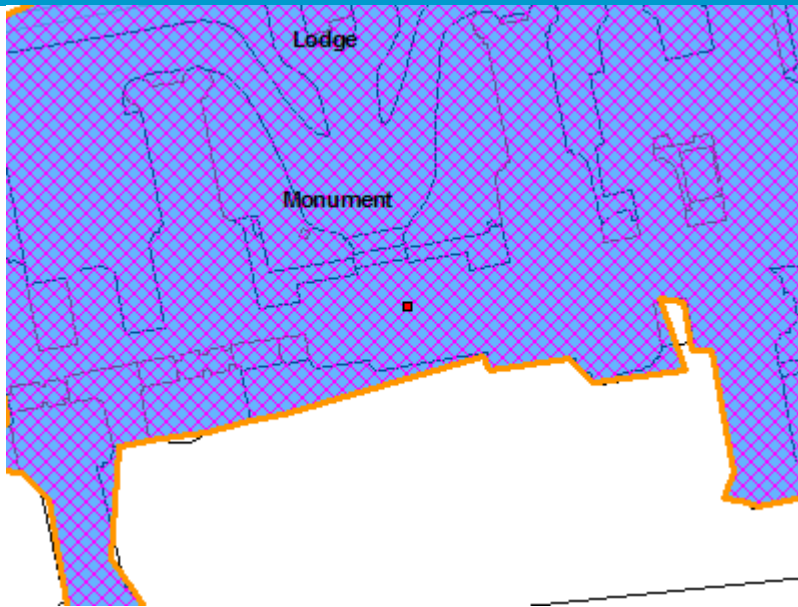
Further given the potential importance of these remains in terms of the medical and social history of Edinburgh and in particular to the local Fountainbridge area it is essential that the programme of archaeological works contain a programme of public/community engagement (e.g. site open days, viewing points, temporary interpretation boards) the scope of which will be agreed with CECAS.

It is recommended that the following condition is attached if consent is granted to ensure that this programme of archaeological works is undertaken:

'No demolition nor development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (Historic building recording, excavation, analysis, reporting and publication, interpretation, conservation) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'

The work must 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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