

# Development Management Sub Committee

Wednesday 24 April 2019

## Application for Listed Building Consent 18/07730/LBC At 35 - 36 St Andrew Square, Edinburgh, EH2 2AD Proposed demolitions, alterations, remodelling and erection of extension to the listed building.

<b>Item number</b>	6.1(c)
<b>Report number</b>	
<b>Wards</b>	B11 - City Centre

### Summary

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The proposed design of the building is based on a strong concept which draws upon the positive characteristics of the surrounding area. The design seeks not to compete with the historic and distinctive built features of the listed building and New Town but rather to complement and enhance them through a positive engagement with the architecture and urban morphology of its historic setting. The overall height and form create a positive addition to the skyline, appropriate for a civic building.

However, the development is considered to have an adverse impact on the special interest and setting of Dundas House when considering its compositional impact and when seen from some of the public viewpoints within St Andrew Square. On the immediate approach to Dundas House, this effect will be noticeably diminished as a result of its set back position within the site. Although the height, scale and massing of the extension expands beyond Dundas House, it has been sensitively designed to reflect its immediate context and mitigate some of these impacts. Although the proposed extension does not comply fully with the provisions of the HES Managing Change on the Historic Environment guidance within the 'Extensions' and 'Setting' series, the proposals do accord with points b) and d) of the HESPS tests for assessing development proposals where there is an adverse or significantly adverse impact on the special interest of the building.

Overall and on balance, the scale of the impact on the listed building is judged to adversely but, not significantly adversely affect its special interest including its setting. The cultural and wider community benefits brought about as a result of proposals would make an exceptionally positive contribution towards city's cultural, social and educational provision. It is therefore judged that these exceptional benefits would justify a departure from the presumption set out in paragraph 3.38 of the HESPS.

## Links

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<a href="#"><u>Policies and guidance for this application</u></a>	CRPNEW, CRPWHS, LEN03, LEN04, LEN06, NSG, NSGD02, NSLBCA,
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# Report

## **Application for Listed Building Consent 18/07730/LBC At 35 - 36 St Andrew Square, Edinburgh, EH2 2AD Proposed demolitions, alterations, remodelling and erection of extension to the listed building.**

### **Recommendations**

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

### **Background**

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#### **2.1 Site description**

The application site lies within Edinburgh city centre, to the east of St Andrew Square. The site is approximately 0.77ha and incorporates the Category 'A' listed building, Dundas House including its curtilage. Harvey Nichols department store and Multrees Walk are located to the north. Elder Street and the Edinburgh St James development site are located to the east, and General Register House and New Register House are situated to the south.

The site is located in the New Town Conservation Area and the Old and New Towns of Edinburgh World Heritage Site. Dundas House is a nationally, as well as internationally, important category 'A' listed building (LB Ref: 29705, listed on July 13th 1965) and acknowledged in the World Heritage Nomination document. Designed by eminent architect, Sir William Chambers, and representing one of only a handful of his buildings in Scotland, it sits on one of the key plots and locations within James Craig's First New Town.

There are several other listed buildings and monuments in proximity to the site. These include, the rear garden and associated boundary walls of the Category 'A' listed 35 St Andrew Square, which is located on the site along with the Category 'A' listed Monument to John, 4th Earl of Hopetoun in the forecourt of Dundas House.

Dundas House is highly significant as one of the first and grandest town houses in the First New Town. It comprises a freestanding symmetrical villa, in a set-back position on St Andrew Square in an axial position to George Street, behind a front forecourt and oval carriage drive, giving the impression of a country mansion. It originally had extensive rear garden grounds, an open skyline, and wider landscape setting behind, although this was disturbed by the building of St James Square shortly afterwards. The original villa was built with a separate single storey kitchen block linked via a colonnaded screen wall/passage and a freestanding two-storey stable block and court to the south and south east.

Dundas House was built contrary to James Craig's plan for the first New Town, which intended a landmark church (St Andrew's Church) to terminate the eastern axial view along George Street, corresponding to an equivalent landmark church (St George's Church) at Charlotte Square, on the western axial view. Nevertheless, Dundas House is established as an outstanding neo-classical centrepiece, which, together with the two framing front pavilions at 35 and 37 St Andrew Square, (the latter designed to be symmetrical with the earlier No.35), remains one of the few surviving original architectural compositions on the square.

Originally built as a residence for Lord Dundas, the building has been in institutional use since 1787 and has been remodelled and extended on a number of occasions including the addition of a front porch; library and banking house extending eastwards from the position of the former kitchen block between 1835 and 1850; and most notably, by the 1858 Peddie and Kinnear designed domed banking hall in 1858. Further extensions, also by Peddie and Kinnear, included a two-storey south wing and a small single storey extension to the north west corner of the banking hall which were added in 1875. During the late 1950s and early 1960s, infill development and extensions by architects Gratton and McLean were undertaken to the south of the banking hall. These comprised the addition of a mansard roof to the former library and bank house building and a two storey infill block between this and the banking hall. In 1965, a large four to five storey flat roofed computer block linked to the former library and bank house was built to the rear of the banking hall.

This application site is located within the New Town Conservation Area.

## **2.2 Site History**

There is significant history relating to 35-36 St Andrew Square, for minor works that included signage; flagpoles; disabled access ramps; satellite dish and metal shutter. The applications below are for more substantive works:

October 2005 - Works to listed building including construction of covered link building within the existing external basement area, erection of a traditionally finished outbuilding to house goods lift and refuse bins, reinstatement of original astragal configuration to window openings to south elevation, erection of external escape stairs to rear, and landscaping of existing car park area on bunker roof (all as amended) (application reference numbers: 05/02086/FUL and 05/02086/LBC) - Granted.

January 2015 - Internal and external alterations including installation of new ATM, surround and associated signage, advertisement signage, doors, lighting, new entrance lobby, removal of existing counters and replacement with new banking hall layout, that included new colour scheme, new flooring and other associated works (as amended) (application reference number: 14/04727/LBC) - Granted.

Applications submitted by THRE for alterations to rear boundary wall to Elder Street to form vehicular access, use of part existing car park as construction site lay down area and other ancillary works for temporary period (application reference numbers: 18/01052/FUL and 18/01053/LBC) - awaiting determination.

There is a parallel detailed application for planning permission for the application site:

September 2018 - Erection of music and performing arts venue with licensed café/restaurant and bar facilities, and related arrangements for infrastructure, demolitions, and other works (amended) (application reference number: 18/04657/FUL).

There is also, an application for listed building consent for the adjoining site:

September 2018 - Demolition of boundary wall, modern basement kitchen, rear extension, and outbuilding within existing rear garden; regrading of land, erection of new boundary features and public realm (amended) (application reference number: 18/07127/LBC).

## **Main report**

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### **3.1 Description Of The Proposal**

The application proposes the removal of the 1960's extension located to the rear of Dundas House and the erection of a new extension to accommodate a music and performing arts venue and related infrastructure, access, servicing, and public realm/landscaping works. The retained structures will continue to operate as a bank. An occasional route through the bank to the new music venue will be provided. The application also includes alterations to the rear of number 35 St Andrew Square, including the demolition of the existing boundary wall, associated modern basement kitchen, small outbuilding and extension, to enable the regrading of land for public access. The removal of the wall currently dividing the existing car park from the hammerhead at Elder Street to the east of the site is also proposed.

The proposal will have a gross floor space of 11,347sqm with five storey above ground and a three storey basement, 14.05m below ground. Two external rooftop terraces are located at fourth floor level to the north and south. The main concert hall has 1,000 seats and can accommodate all types of music, performance, recording and conferences. The studio has 200 seats designed to accommodate a flexible range of performance types, recordings and rehearsals. Foyers will provide access to the building from the north, south, east and west, providing an area that can accommodate an all-day cafe/bar and range of informal performances. A range of multi-purpose spaces are also provided for educational use, practice and meetings. The auditorium has been designed to have a flawless acoustic to attract both national and international performers. It is this world class acoustic criteria that has determined its overall height, scale and massing.

The proposed development comprises three main volumes; the main concert hall and two orthogonal side volumes. The oval form of the main concert hall, with a curved form and domed roof sits on axis with George Street. The height of the dome at the top is 13.425m higher than the ridge of Dundas House and 6.985m higher than the St James Square tenements.

The application proposes to use grit blasted and honed concrete as the primary material, standing seam metal roof, and glazing with metal frames. The application proposes new public routes throughout the site, connecting St Andrew Square, Register Lanes and the Edinburgh St James development. Vehicular access will primarily be from Elder Street into a designated and integrated loading bay, with more occasional service access from St Andrew Square.

Enabling works to the rear of Dundas House include the removal of 1958 rear entrance lobby on the rear (east) elevation of Dundas House with associated repairs and making good elevations, including masonry repairs and infilling openings following the dountaking of existing extensions where these have removed elements of original fabric. Alterations are proposed to some window profiles, including infilling some windows and exposing the lower section of the rear elevation to the courtyard and foyer of the new building.

The extension will be built over the existing light well to the basement and physically attaches to Dundas House via a soft non-structural connection across a 122 sqm blank portion of the rear (east) elevation of the banking hall. The connection of the new building with the east gable of south wing comprises a simple weatherproofed seal across a 66 sqm portion to protect the gable end and the ventilation grille of the new building. Shared rainwater goods including a box gutter between the concert hall and banking hall is also proposed

#### *Internal alterations to Dundas House*

The formation of connections from the new venue's foyer to the banking hall to provide direct access between the historic and new building are also proposed. This will incorporate a centrally aligned timber paneled double door with opaque windows and architraves to match the profile and detailing with those existing within the banking hall. Further minor reconfigurations and alterations to facilitate RBS's retained banking functions within the building include a replacement stair and communications room.

#### Scheme one

A number of amendments have been brought forward during the assessment of the proposals. The main changes relate to:

- Amendments to the façade design and window size/detailing;
- Removal and repositioning of window openings on the eastern elevation;
- Detailed refinement to the parapet of the crown through the removal of the metal spandrel panel and replacement with a honed concrete fascia;
- Continuation of the pavement surface along the St Andrew's Square frontage, with dropped kerbs at the two access points;
- Demarcation of the curtilage of 35 St Andrew Square within the landscape design by a change in texture on the surface of the Yorkstone paving;
- Increasing the number of cycle parking stands in the public realm; and
- Reduction in the number and type of proposed trees.

## Supporting information

The following documents were submitted in support of the application for listed buildings consent:

- Design and Access Statement;
- Planning Statement; and
- Built and Cultural Heritage Statement.

These documents can all be viewed on the Planning and Building Standards Online Service.

### **3.2 Determining Issues**

Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states - 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.

Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states - special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.

In determining applications for listed building consent, the Development Plan is not a statutory test. However the policies of the Local Development Plan (LDP) inform the assessment of the proposals and are a material consideration.

### **3.3 Assessment**

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

- a) The impact on the special architectural character or historic interest of the listed building including its setting is acceptable;
- b) The proposal will preserve the character and appearance of the New Town Conservation Area;
- c) Impacts on equalities and rights are acceptable; and
- d) Public comments have been addressed.

Section 14(2) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states:

*'In considering whether to grant listed building consent for any works, the planning authority or the Secretary of State, as the case may be, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.*

Paragraph 4 of Historic Environment Scotland Policy Statement 2016 (HESPS) identifies:

*The documents that should be referenced for the management of the historic environment are Scottish Planning Policy, Our Place in Time: The Historic Environment Strategy for Scotland, the associated primary and secondary legislation and Historic Environment Scotland's Managing Change series of guidance notes.*

The assessment on character and setting of the listed building and character and appearance of the conservation area have been informed by the Built and Cultural Heritage Statement submitted in support of the listed building consent application, and also other supporting information, including the EIA Report, submitted as part of the associated detailed application for planning permission.

a) Impact on the special architectural character and historic interest of the listed building including its setting

### **Method of assessment**

For the purposes of assessing the impact of the proposals on the special interest and setting of the listed building, a two stage approach is required:

Stage 1:

Consideration should firstly be given to the relevant HES Managing Change Guidance to enable the identification of the impact on the listed buildings special architectural character and historic interest of the listed building including its setting.

The relevant Managing Change Guidance applicable to this assessment is:

- a. Extensions
- b. Interiors
- c. Setting

Stage 2:

Should the impact on the buildings special interest, including its setting, be considered as adverse or significantly adverse, careful consideration must then be given to paragraph 3.47 of the HESPS to assess the relative importance of the listed building; the scale of the impact on that special interest; other options which would ensure a continuing beneficial use for the listed building with less of an impact on its special interest; and whether there are significant benefits for economic growth or wider community which justify a departure from the presumption set out in paragraph 3.38 of the HESPS.

### **HES Managing Change in the Historic Environment - Extensions guidance**

HES Managing Change in the Historic Environment: Extensions guidance (Oct 2010) notes that key issues in extending a historic building require that they:

- 1) *must protect the character and appearance of the building;*
- 2) *should be subordinate in scale and form;*
- 3) *should be located on a secondary elevation; and*
- 4) *must be designed in a high-quality manner using appropriate materials.*

*Furthermore, it is not expected that an extension, or extensions, will dominate a listed building either through scale, materials, location or height. The document notes that extensions should be sensitive and modestly scaled, skilfully sited, and should generally be lower and set-back behind the principal façade. Extensions that would 'unbalance a symmetrical elevation and threaten the original design concept should be avoided'.*

## **HES Managing Change 'Extensions' and 'Interiors' Guidance Key Issue 1 - 'Character and Appearance'**

### *External alterations to Dundas House*

The proposed demolition works primarily involve the 1960's office block by Glasgow architects Gratton & McLean. This block does not contribute to the special architectural interest of Dundas House and its removal is therefore acceptable. However, it should be acknowledged that the existing extension is set-off the rear elevation of the listed building and is of a much smaller scale than the proposed concert hall. The 1960's office block is therefore relatively concealed from public views. The extension to form the proposed new concert hall is planned to directly connect with the rear facade of the banking hall, itself a mid 19th Century extension to the original Dundas House and is of a far greater scale, massing and height than the existing office block.

The covering of the light wells will alter a previously compromised feature given the extent of previous extensions and additions to the rear facade of the banking hall. Within the context of the wider proposals and the benefits the alterations will allow for enhanced public realm will help mitigate any negative impact on the building. Similarly, the proposed blocking up of windows on the rear of Dundas House, which would become part of the interior of the concert hall, is a minor alteration acceptable in the context of the wider proposals. Furthermore, the manner in which the new building attaches to Dundas House is appropriate, using soft connections over a limited area to minimise the proposals impact upon the historic fabric of the rear elevation to banking hall.

The majority of the remaining external alterations to main building are minor in nature and have no adverse impact on the building or any features of architectural or historic interest.

### *Alterations to the curtilage of Dundas House*

The removal of the sections of boundary wall to Elder Street and the shared boundary wall with 35 St Andrew Square delineate the original curtilage of the historic feu to Dundas House and 35 St Andrew Square. Whilst this will undoubtedly dilute the sense of place and historical understanding of the listed building undermining an important element of its special architectural character and historic interest, their removal will permit vehicular access into the site from both the east and west of the site. A picked finish to the unified sandstone setts used within the wider public realm proposals within the site help to subtly delineate and define the historic feu of 35 St Andrew Square whilst also enabling a seamless surface for drainage, vehicle overrun and pedestrian movement.

### *Internal alterations to Dundas House*

The proposed internal alterations include a new opening between the new concert hall and Dundas House. The opening is modest in scale, suitably detailed and would have no adverse impact on the building or any features of historic or architectural interest. The alteration would create a physical opening between Dundas House and the new concert hall and would allow access through the banking hall and into the new extension when it was deemed appropriate. This opening is important to the scheme by facilitating a permanent connection between the foyer of the concert hall with the banking hall of Dundas house to allow for further flexibility in the case of special events. The majority of the remaining internal alterations are minor in nature, taking place in secondary spaces of Dundas House and having no adverse impact on the building or any features of architectural or historic interest.

### **HES Managing Change 'Extensions' guidance Key Issue 2 - 'Scale, Massing and Form'**

The extension, to form the proposed new concert hall, is planned to directly connect with the rear facade of the banking hall, itself a mid 19th Century extension to the original Dundas House and is of a far greater scale, massing and height than the existing office block. From immediately outside the boundary railings, to the front of the listed building, the extension would not be visible above the roof line of Dundas House. The extension would protrude on either side of the building, but would not be visually dominant or impact on the building or its setting. Only as the viewer moves through St Andrew Square and along George Street does the extension become visible and visually dominant. These views clearly highlight that the scale, massing and form of the extension is not in keeping with HES guidance on extensions to listed buildings. Due to the scale, massing and form, and how the building is attached directly to the rear elevation of Dundas House, the proposed extension has an adverse impact on the character of the listed building including its setting.

Dundas House is relatively modest in size and the proposed extension would double the footprint of the original building. The mass of the extension is significantly larger than Dundas House and, regardless of visibility, would have an inappropriate impact on the architectural composition of the listed building. While the building would read as a new building, not an extension, in long views, the reality is that the integrity, composition and character of Dundas House would be compromised by attaching such a significant structure to the rear.

Due to the depth of Dundas House and the fact the building has a forecourt and is set back from the street edge, the extension is also set far back in the site. In addition, the architects have attempted to mitigate the height of the building through design. However, the Heritage Statement acknowledges that the building is *'the minimum possible whilst still enabling the provision of an auditorium that meets the acoustic and performance requirements of the brief'*. This requirement results in a building of significant size that would have an adverse impact on the integrity, composition and setting of the listed building by virtue of its scale, mass and form.

The form and massing of the new building has sought to adopt a simpler, more cohesive backdrop to the rear of Dundas House, against which, its profile can still be read. The classical architectural composition and use of one contrasting material to the rear helps to create a uniform canvas against which Dundas House can be more clearly interpreted. The material qualities including its unified use on the new building helps propel Dundas House forward into views to allow the viewer to interpret it more clearly. Nevertheless there can be no doubt, the new building has a significant impact on the setting of Dundas House when considered in isolation. However, against the baseline of St James development, the proposed building is beneficial to the understanding, appreciation and experience of Dundas House, in these longer views along George Street.

While the composition is considered as a positive response to Dundas House, the scale of the new building is not subordinate.

### **HES Managing Change 'Extensions' guidance Key Issue 3 - 'Position on the building'**

The extension, to form the proposed new concert hall, will directly connect with the plainly detailed rear facade of the banking hall, itself a mid 19th Century extension to the original Dundas House. Whilst the extension is located on a secondary elevation, it will impact on the principal elevation of Dundas House due to its scale.

### **HES Managing Change 'Extensions' guidance Key Issue 4 - 'Design and Materials'**

The new building seeks to respond to Dundas House and the surrounding historic buildings with its proportions and materials representing a contemporary, high quality architectural response to the New Town character.

The central oval concert hall space reflects the cluster of domed volumes of significant cultural and civic buildings within and to the south east of the site associated with the developments around Registers Lane. A contemporary façade is proposed that reflects its sensitive context, whilst also standing out as a modern public building. The façade design relates to and re-interprets the architecture of the first New Town in both their order and materiality. The ordered expression of a base, middle and top, found on other neoclassical buildings in the surroundings, is reflected in the composition of the proposed building's massing.

The ground floor reads across the whole building and will be made of bespoke in-situ concrete that is grit blasted to provide a robust texture and coloured to a hue that complements the aged sandstone facades of the neighbouring buildings. The ground floor frames the entrance foyer, a space defined by a series of large columns that support the oval form of the concert hall. The foyer continues the external public realm into the interior of the building. The external east-west passage below the northern volume of the building doubles as an enclosed loading bay that can be secured with simple metal gates, while remaining open for the majority of the day as a public route through the site. The overhangs of the façade volumes above the ground floor layer to the north and south define the main entrances into the building.

The central portion of the venue's façade is more refined and introduces additional depth, relief and verticality across its surfaces. A simple rebated profile of honed concrete is applied across their surface. The proud surfaces will be a honed finish, whilst the recessed surfaces will be grit blasted. This composition embraces the verticality of neoclassical facades found throughout the New Town. The application of a continuous façade treatment to this central portion provides a consistently calm backdrop to Dundas House and its flanking pavilions. The addition of a horizontal base and parapet detail adds refinement and definition to these volumes.

The curved solid volume is punctuated by windows. These are positioned to relate to the internal geometry of the curved volume and the colonnaded crown above. The windows are in keeping with the scale and proportion of existing openings around the site. Some are paired or consolidated to form larger groups of openings that balance their size within the extent of the solid façade and provide excellent light conditions to the interior spaces. The additional definition provided by a lintel and sill to each window aperture provides a further layer of shallow articulation to the façade, reflecting the neighbouring façades without replicating them. In the amended scheme, the arrangement of window openings has reduced in number on the east façade to improve privacy conditions to the neighbouring residential building.

The expressive crown of the building manifests itself as an open, welcoming crown that announces the public nature of the new building. Formed by an oval colonnade of honed concrete columns, there is a clear continuation, but also a strong differentiation, to the rhythm and verticality of the façade below. A continuous line of curved glazing is set back behind the crown and relates it with the prominent metal domes of other civic buildings around the city.

The material selection reinforces the defined orders of base, body and crown. The robust base is formed from grit blasted concrete recessed below the main body of the building above. Large format glazing is proposed for the building's public foyer at ground floor level. The principal facades and crown are made from a bespoke honed concrete as described above. The domed roof is formed from a standing seam metal roof in keeping with the roofscape and materials of the city centre. As an extension to an A listed building, it is considered appropriate for the proposed material to be different and distinguishable from Dundas House. The use of honed concrete allows for a more sculptural approach which is central to the overall design approach to create a solid robust building with a fineness of detail. The proposed use of high quality materials which complement the main building is positive.

The design of the extension is based on a strong concept which draws upon the positive characteristics of the existing composition and surrounding area.

#### *Conclusion - HES Managing Change Guidance on 'Extensions' and 'Interiors'*

The proposals will not diminish the special interest of Dundas House through the interventions proposed to its interiors or external building fabric and present an extension that's design is based on a strong concept which draws upon the positive characteristics of the existing composition and surrounding area. However, the proposals do represent an over-development of a category A listed building of international significance. The proposed extension to the building is an inappropriate addition by virtue of its size, scale and massing failing to respect the architectural integrity, composition and setting of the listed building to the detriment of its special architectural character and historic interest. The proposals therefore fail to align with the HES Managing Change Guidance on Extensions.

#### *Historic Environment Scotland consultation response*

Historic Environment Scotland (HES) do not object to these considerations in this or the corresponding planning application. HES is content that the proposed direct physical interventions would not unduly diminish the building's special architectural and historic interest. HES is also content that the central relationship Dundas House has with St Andrew Square would be sufficiently preserved and there would be no impact on its distinct set-back position and compositional relationship with its front forecourt and flanking pavilions.

It is considered appropriate to further consider the detailed impacts of the scale massing and form of the proposals on the setting of Dundas House by examining the proposals within the context of HES Managing Change in the Historic Environment guidance on 'Setting'.

#### **HES Managing Change in the Historic Environment - Setting guidance**

Historic Environment Scotland's document 'Managing change in the Historic Environment - Setting' states;

*'Setting' is the way the surroundings of a historic asset or place contribute to how it is understood, appreciated and experienced.*

*The document states that where development is proposed it is important to:*

- Identify the historic assets that might be affected;*
- Define the setting of each historic asset; and*
- Assess the impact of any new development on this.*

Para 3.51 of HESPS notes that *'when considering a developer's proposals to integrate listed buildings into an overall development, Historic Environment Scotland expect planning authorities to take into account not only the desirability of preserving the building's historic fabric but the need to maintain it in an appropriate setting'*.

The setting of a historic asset comprises our present understanding and appreciation of its current surroundings, and what (if anything) survives of its historic surroundings combined with subsequent historic changes.

### **HES Managing Change 'Setting' guidance, point 1 - 'Identify the historic assets that might be affected'**

For the purposes of this listed building assessment, Dundas House is the historic asset most directly affected. However, consideration is given to how the combination of 35, 36 and 37 St Andrew Square as a composition would be affected by the proposals.

### **HES Managing Change 'Setting' guidance, point 2 - 'Define the setting'**

The existing setting of Dundas House is much changed from when it was originally constructed. As one of the first buildings in the First New Town, it was set against the back drop of a significant garden area and countryside. The twinned flanking pavilion townhouses were built shortly after the main listed building creating the set piece along with the forecourt of Dundas House and clearly define its relationship to St Andrew Square on the principal George Street axis. The buildings now form part of a dense urban context as the square and surrounding built environment have been developed through time. The building sits on axis at the east end of George Street and St Andrew Square.

Of primary significance in the composition of the site is Dundas House, flanked by the two pavilion buildings, 35 and 37 St Andrew Square providing a unified and distinct architectural composition that is clearly legible on both site and plan. These buildings help frame Dundas House and add to the significance of the building and its setting.

This set-piece of Dundas House and its two flanking pavilion buildings can be appreciated in a range of axial views to and from Dundas House, including views from the eastern end of George Street, where its symmetry on the axis of the street can be observed. It is however acknowledged, that views of its surrounding urban context within St Andrew Square from along George Street have never been static. There are a number of taller structures both beside and to the rear of the building. These include buildings constructed during the 19th and 20th Centuries including Harvey Nichols department store; the category 'A' listed tenements on St James Square; and also, the new proposals currently under construction on the site of the former St James Centre. The early 19th Century category 'A' listed Melville Monument, sits directly in front of Dundas House within the centre of St Andrew Square as a key landmark in the east axial view. Given this urban context, Dundas House is not dominant in views along George Street.

Dundas House now comprises part of this very dense urban context as the square and surrounding built environment has been developed and further redeveloped through time. The present surroundings and baseline for the assessment of impact on setting is the St James Development, including the landmark hotel which are currently under construction. The site is surrounded by larger buildings such as the twinned pavilion buildings with the adjoining Harvey Nichols and former Bank of Scotland building at 38-39 St Andrew Square to either side. The category 'A' listed tenement on St James Square can be seen behind Dundas House in more distant views of the site. All these buildings create a setting that, when viewed from distance, results in a lack of clarity to the category 'A' listed building and its flanking townhouses. The height of the buildings to the rear, result in Dundas House becoming lost within the dense urban environment.

### **HES Managing Change 'Setting' Guidance, point 3 - 'Evaluate the potential impact of the proposed changes'**

The Design and Access Statement provides important views exploring how the setting of Dundas House exists against the baseline context and how the proposed concert hall would affect these views. The St James development undoubtedly has a significant impact on the setting of Dundas House and how the building is read in both long and more close up views.

#### *Impact on longer views*

In longer views along George Street, rather than being a prominent feature, Dundas House becomes lost in the mix of buildings and materials that appear as its backdrop. The experience and appreciation of the building is reduced significantly in these views. This is tempered slightly by the Melville Monument which undoubtedly impacts on the ability, in certain views, to truly appreciate Dundas House. In this respect, the addition of the proposed building would not significantly alter the appreciation of these elements of Dundas House's setting.

The design of the new building has sought to adopt a simpler, more cohesive backdrop to the rear of Dundas House, against which, its profile can still be read. The classical architectural language and use of one contrasting material to the rear helps to create a uniform canvas against which Dundas House can be more clearly interpreted. The material qualities including its unified use on the extension helps propel Dundas House forward into views to allow the viewer to interpret it more clearly. Nevertheless there can be no doubt, the extension has a significant impact on the setting of Dundas House when considered in isolation. However, against the baseline of St James development, the proposed building is beneficial to the understanding, appreciation and experience of Dundas House in these longer views along George Street helping reduce its overall effect on the setting of Dundas House to some extent.

### *Impact on local views*

In views from the eastern and southern sides of St Andrew Square where the development will have an adverse impact on its setting, the elevational design and form goes some way to mitigate this. However, Dundas House is most prominent in local views from the southern path and on axis with Dundas House from within St Andrew Square garden where the extension increases the solid mass in oblique views and fills in some of the sky space, which would weaken the strong relationship between Dundas House and its flanking pavilions that affords Dundas House a degree of prominence. In these views the proposals would significantly adversely impact on the setting of Dundas House.

### *Impact on the pavilion townhouses*

Of great importance to the setting of Dundas House is its relationship with the two flanking pavilion townhouses. In certain views the relationship between these buildings will be affected in an adverse manner by the new building. The most significant impact would be on some of the close views from St Andrew Square, on axis with Dundas House and from the inner path to the south, where the profile of Dundas House can be seen more clearly against the skyline, rather than against the backdrop of existing higher buildings. From these viewpoints, the extension increases the solid mass in oblique views and fills in some of the sky space, which currently creates a strong relationship between the three buildings and affords Dundas House a degree of prominence. As this relationship is eroded, so too is an element of what affords Dundas House its prominence. However, when Dundas House and the two pavilion townhouses are viewed from the adjoining pavement beside the front entrance railings to Dundas house, the impact of the proposals would be negligible.

### *Impact on the spatial relationship with Dundas House*

The immediate setting within the perimeter of the site is detrimental to the significance of the building and its overall architectural character and appearance. The former rear garden area has been gradually eroded through the 19th and early 20th centuries with subsequent bank developments until it was comprehensively redeveloped in the 1960's with the construction of the office block, lower ground parking, surface and decked car park and access ramps. In this regard, the original setting of Dundas House has already significantly changed. The proposed development and the new public realm will notably improve the experience of the main building and consequently improve its immediate setting. Furthermore, due to a depth of about 24m of the existing banking hall, the new building will be separated from the original villa, minimising any adverse impact on the principal elevation and forecourt to Dundas House.

### *Conclusion - HES Managing Change guidance on 'Setting'*

The relationship of the new building with the setting of Dundas House is complex and will change depending on the point of reference and experience of the view. Without dispute, the proposed extension has a significant adverse impact on the setting of Dundas House. However, this impact must be considered in the context of the proposed St James development. In this context, the proposed concert hall enhances the setting of Dundas House by creating a back drop that compliments the category 'A' listed building and creates the illusion of pushing it forward. The colour and textures of the proposed concrete will be important in ensuring such an affect is achieved. The use of honed concrete as the primary material, a technique which captures the character of the surrounding stonework, without imitating or replicating it and comprising of selected stone aggregates of varying scales, exposed through a refined honed process will help to achieve such a desired effect. In doing so, the new building will effectively blend into the richness of the neighbouring context.

### *Historic Environment Scotland consultation response*

Historic Environment Scotland (HES) do not object in this or the corresponding planning application. HES do however, consider that there would be a significant adverse impact on the setting of Dundas House from closer views, for example, from the eastern and western sides of St Andrew Square, including some loss of the open elements of the backdrop of Dundas House. Nevertheless, although there is a significant impact from some views, overall, HES consider the proposals represent the changing urban townscape of the city and read as interventions to an already compromised backdrop.

### **Overall Stage 1 Assessment - HES Managing Change Guidance on 'Extensions', 'Interiors' and 'Setting'**

It can be concluded that, whilst the direct physical interventions to the listed building's external building fabric and interiors would not unduly diminish its architectural or historic interest, the proposed extension to the building is an inappropriate addition by virtue of its size, scale and massing. The extension fails to respect the architectural integrity and composition of the listed building to the detriment of its special architectural and historic interest. The proposals would also generate a significant adverse impact on its special interest as defined by its compositional setting in local views from St Andrew Square where the extension increases the solid mass in oblique views and fills in some of the sky space, which currently creates a strong relationship between the three buildings and affords Dundas House a degree of prominence. However, Dundas House's baseline context of the proposed St James development and the mitigating affects created by the design approach and the careful use of materials including how they are treated warrants consideration.

### **Stage 2 Assessment**

Having addressed the points in the Managing Change Guidance, the proposals have a significant adverse impact on the special interest of the listed building including its setting. As such, consideration must be given to paragraph 3.47 of the Historic Environment Scotland Policy Statement 2016 (HESPS) that states planning authorities, in reaching a decision should carefully consider:

- a. *The relative importance of the special interest of the building; and*
- b. *The scale of the impact of the proposals on that special interest; and*
- c. *Whether there are other options which would ensure a continuing beneficial use for the building with less impact on its special interest; and*
- d. *Whether there are significant benefits for economic growth or the wider community which justify a departure from the presumption set out in paragraph 3.38.*

### **HESPS Point a - Special interest**

Dundas House is an internationally important building. It is one of the finest Georgian houses, built by Sir William Chambers for Sir Laurence Dundas, and one of the earliest buildings in the New Town. Built contrary to James Craig's New Town plan, on a site identified for a public building (St Andrew's Church), it sits on axis with George Street in a significant location within the New Town and World Heritage Site. It is acknowledged, that despite being remodelled and extended on a number of occasions including the addition of the banking hall and the 1960's four to five storey computer block it retains its original form as a freestanding symmetrically designed classical Georgian villa of modest proportions. Despite continuous changes to the surrounding built environment, it retains a presence on St Andrew Square by virtue of its design.

Though relatively small, it is flanked by 35 and 37 St Andrew Square which, as a composition, along with the forecourt to Dundas House create an important set piece and comprises a very significant surviving part of the original fabric of Edinburgh's New Town. Dundas House contributes considerably to the townscape of the New Town Conservation Area and World Heritage Site.

There can be no disputing the special interest of the main building.

### **HESPS Point b - Scale of impact**

Whilst the principle of the use is acceptable in this location the nature and acoustic requirements of the use dictates the scale, mass and form of the proposed extension. As a result the extension is a significant intervention to an extremely important category 'A' listed building. The proposal fails to successfully resolve the key issues in extending a historic building in respect of protecting the character and appearance of the listed building and requiring an extension that should be subordinate in scale and form that are set out in the Managing Change Guidance. However, the advice which the Managing Change Guidance can offer is necessarily limited, as the most significant impacts of the proposed development relate to the setting of Dundas House. Although the application involves the extension of Dundas House, due to the depth, visibility and accessibility of the site, it is considered the proposals would appear, like the rising St James hotel complex behind, to be part of the 'backdrop' of an urban townscape.

It is therefore considered that although the scale, mass and form of the building is such that the impact on the architectural composition and character of the building is adverse, it would not, necessarily be considered significant.

The relationship of the new building with the setting of Dundas House is complex and will change depending on the point of reference and experience of the view. In views from the eastern and southern sides of St Andrew Square where the development will have an adverse impact on its setting, the elevational design and form goes some way to mitigate some of these. However, Dundas House is most prominent in local views from the southern path and on axis with Dundas House from within St Andrew Square garden where the new building increases the solid mass in oblique views and fills in some of the sky space, which would weaken the strong relationship between Dundas House and its flanking pavilions that affords Dundas House a degree of prominence. The impact on more distant views along George Street is less significant and reduces its overall effect on the setting of Dundas House to some extent. Nevertheless, the scale of the adverse impact on these local views from within St Andrew Square are considered significant.

### **HESPS Point c - Other options for Use of the Building**

The site is currently used by the Royal Bank of Scotland. While the 1960's extension is currently vacant, it forms part of the RBS site and could still be used as an office or an alternative use without significant alteration.

### **HESPS Point d - Significant Benefits**

The applicant has submitted a Socio-Economic and Cultural Impact Assessment to support the corresponding application for planning permission, a topic which was also scoped into the EIA Report.

The proposed development is fully endorsed by the Council's Culture Service. It also forms an important cultural strand within the City Deal, unlocking £25million of strategic match funding from all levels of government and has significant financial backing and under-pinning from a private philanthropic donor. As the first new performance venue to be built in Edinburgh in a century, this new development will represent a significant addition to the city's cultural infrastructure, and will signal Edinburgh's success as a Festival City and its ambitions in the creative and cultural industries.

The cultural and wider community benefits to the city, region and nation, brought about as a result of the proposed development and the opportunities for advancement it provides, are acknowledged and supported in the EIA Report.

The report of handling for the parallel full planning application sets out the benefits the proposal brings to the City and contends that the use would make an exceptionally positive contribution towards the city's cultural, social and educational provision. This exceptional level of benefit sets out a compelling case for justifying a departure from the presumption set out in paragraph 3.38 of the HESPS.

## Stage 2 Assessment Conclusion - Paragraph 3.47 HESPS (2016)

In light of the policy considerations detailed within paragraph 3.47 (points a - d) of HESPS, which concerns the assessment of the scale of adverse impacts on the special interest of a listed building including its setting, it is found that consideration of the points b) and d) of this policy are of specific relevance to the assessment of the proposals. Overall and on balance, the scale of the impact (point b) on the listed building is judged to adversely but, not significantly adversely affect its special interest including its setting. The cultural and wider community benefits brought about as a result of proposals would make an exceptionally positive contribution towards city's cultural, social and educational provision present an influential consideration that cannot be overlooked. It is therefore judged that these exceptional benefits would justify a departure from the presumption set out in paragraph 3.38 of the HESPs in accordance with point d) of paragraph 3.47 of HESPS (2016).

### b) Impact on the special character and appearance of the New Town Conservation Area

Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 which states:

*In exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.*

The site is located within the New Town Conservation Area. The essential characteristics of the New Town Conservation Area Character appraisal include:

- the formal plan layouts, spacious stone built terraces, broad streets and an overall classical elegance;
- views and vistas, including axial views along George Street;
- terminated vistas have been planned within the grid layouts, using churches, monuments, buildings and civic statutory, resulting in an abundance of landmark buildings. These terminated vistas and the long distance views across and out of the Conservation Area are important features;
- the generally uniform height of the New Town ensures that the skyline is distinct and punctuated only by church spires, steeples and monuments;
- grand formal streets lined by fine terraced building expressing neo-classical order, regularity, symmetry, rigid geometry, and a hierarchical arrangement of buildings and spaces;
- within the grid layouts, there are individual set pieces and important buildings that do not disturb the skyline;
- the New Town can also be viewed from above at locations such as the Castle and Calton Hill, which makes the roofscape and skyline sensitive to any modern additions;
- the setting and edges of the New Town and Old Town;
- the First New Town is characterised by a general consistency of overall building form, an almost exclusive use of sandstone, natural slate roofs and cast and wrought iron for railings, balconies and street lamps;

- the extensive collection of statues, monuments, historic graveyards and national memorials in the Conservation Area make a significant contribution to the historic and architectural character of the area. They also provide a focus and punctuation points for many views;
- boundaries are important in maintaining the character and quality of the spaces in the New Town. They provide enclosure, define many pedestrian links and restrict views out of the spaces. Stone is the predominant material;
- new development should be of good contemporary design that is sympathetic to the spatial pattern, scale and massing, proportions, building line and design of traditional buildings in the area; and
- any development within or adjacent to the Conservation Area should restrict itself in scale and mass to the traditionally four/five storey form.

Although the EIA Report has assessed the effects on the conservation area as a whole, this assessment has had regard to the essential characteristics of the First New Town. In this regard, the five key aspects that are assessed below are impacts on formal planned alignment of the First New Town, height and skyline, setting and edges, material palette and design quality. A detailed view analysis in the EIA Report has informed an understanding of the distant and local views that contribute to the character and appearance of the conservation area. The Edinburgh St James development to the east of the proposed development has been included in the baseline visualisations.

#### *Formal planned alignment of the First New Town*

The venue is set back from the principal street frontage and in this manner, does not disturb the established spatial hierarchy of the New Town plan, a key characteristic of the Conservation Area. Nevertheless, the historic plan forms, allied to the dramatic topography, results in important, terminated and long vistas with landmark features.

It is the views along George Street towards Dundas House that contribute to the clarity of the urban structure of the planned First New Town and alignment of key buildings. Although the new building is centrally aligned with this axis, its prominence behind Dundas House and between the Melville Monument and the new St James Central Hotel, means that it will have a significant impact on the character and appearance of the conservation area by contributing to the layering within this view experience. The changing pattern of visibility and visual focal points that are experienced as a sequence when moving from west to east along George Street has been considered in the EIA Report. This gives rise to complex changes in how the proposed development is perceived.

From both the western end of George Street at Charlotte Square (Townscape and Visual Impact Assessment (TVIA) Viewpoint 1) and Castle Street (TVIA Viewpoint 2), the Melville Monument dominates the view. This is because, although the proposed development would rise significantly above Dundas House and enclose more open sky space, an open backdrop to the top third of the Melville Monument will still be retained. The EIA Report concludes that the effect on these views would be beneficial. This is agreed and not considered to be significant. It is recognised that there are often intervening elements in the foreground of these views, particularly TVIA Viewpoint 2. However, these are impermanent features and public consultation has taken place on the redesign of George Street, Hanover Street, Frederick Street and Castle Street that seeks to improve the pedestrian experience along these streets.

Whilst the Melville Monument also obscures some of the view to Dundas House from the Frederick Street junction (TVIA Viewpoint 3), there is a reduction in the open sky space to the north and south of Dundas House. This creates the impression that the new building spans beyond the building lines of George Street, creating a flatter skyline that fully encloses the backdrop of the vista, reducing the elliptical nature of the building. In this regard, the effect is considered adverse, contrary to conclusions set out in the EIA Report.

This discordant spanning effect appears to diminish at Hanover Street (TVIA Viewpoint 4) from which Dundas House becomes more prominent as the sky space opens out to the north and south, creating a more positive effect. In this regard, out of the five axial views used to assess impact on the character of the First New Town, only one has an adverse effect.

It is the proposed façade design of the building, including the selection of materials, and softly curved form of the upper tier of the concert hall that has helped to assimilate the new venue into the surrounding townscape and mitigate the apparent changes along the George Street vista. Furthermore, whilst the venue rises above Dundas House in these views, the setback depth within the plot itself helps to alleviate the perception of scale and align it closer to the AOD levels of the larger surrounding development. Height is assessed further under the next heading.

From the closer range view at the junction of St Andrew Square and George Street (TVIA Viewpoint 6), the Melville Monument forms the main focus of the view and obscures most of Dundas House. At St Andrew Square inner path north (TIVA viewpoint 7), the sense of depth, set-back and the building's elliptical form are revealed. However, despite being closer to the development, some of the visual effects are diminished by the presence of larger scale developments, Melville Monument and the arrangement of trees within St Andrew Square. Unlike in the views along George Street, the elliptical path within St Andrew Square does not direct views towards the proposal in the same way. In this regard, whilst it is agreed that the proposed development at these viewpoints will have a positive impact on the character and appearance of the Conservation Area, there will be an adverse impact on the architectural set-piece of Dundas House and its flanking pavilion buildings from the inner path south (CH Viewpoint 6) as set out in Section 3.3a).

The detailed elements of the new building are most visible in the closer views from Register Place (TVIA Viewpoint 8), Elder Street (TVIA Viewpoint 9) and the Archivists Garden (TVIA Viewpoint 7). As concluded in the EIA Report, due to the proximity of the proposed development to these existing buildings and spaces, there would be a significant adverse effect in these views. However, it is considered that in two of these views, the design of the existing office block does not make a positive contribution to these spaces. In the views from Elder Street and the Archivists Garden, it is clear that the design has sought not to compete with the historic and distinctive built features of the New Town but rather to complement and enhance them through a positive engagement with the architecture and urban morphology of its historic setting.

### *Setting and edges*

North Bridge and the Mound are the original links between the Old and New Towns. The core of the new building will appear only partially above New Register House within the view from the eastern footpath of North Bridge (TVIA Viewpoint 19). The effect of the proposed development would, however, not alter this planned vista along North Bridge. There would be no visibility of the proposed development from Viewpoint 20 at Market Street/Mound Place. In views from the Castle ramparts (TVIA Viewpoint 10), the elliptical architectural form and gentle curve of its domed roofline integrates with the city. In this regard, despite its scale and central location, the visibility of the proposal is relatively contained by the scale of the surrounding urban blocks within the New Town.

### *Height, skyline and views*

The Conservation Area Character Appraisal identifies the importance of a cohesive, historic skyline and its contribution to the character of the conservation area. It also highlights the need to avoid incremental skyline erosion through increased building heights.

Development which rises above the prevailing building height is only permitted where a landmark is to be created that enhances the skyline and surrounding townscape, the scale of the building is appropriate to its context, and there would be no adverse impact on important views of landmark buildings, the historic skyline, landscape features in the urban area or the landscape setting of the city, including the Firth of Forth. Likewise, development is supported where it is demonstrated that it will have a positive impact on its surroundings, including the character of the wider townscape and landscape, and impact on existing views, having regard to height and form, scale and proportions, including the spaces between buildings and position of buildings and other features on the site and materials and detailing. This is assessed within the context of the conservation area.

The general height of buildings prevailing in the surrounding area is of a characteristic general height of between 94 and 95m AOD, as defined in the Edinburgh Skyline Report. The eaves of the crown is at 96.685m, which projects above the bottom of the agreed skyspace by 1.685m. The building has been designed with a lower symmetrical massing either side of a central oval volume. In this regard, the main body of the building sits at a maximum AOD range of between 89.470m and 94.260m. The design has mitigated its maximum height by locating the plant, kitchen, stores and studio space below ground level.

In this regard, the new building sits comfortably alongside the datum and height of the surrounding buildings, with Harvey Nichols at 93.870m AOD, St James Square tenement building at 92.7m AOD, New Register House at 88.415m AOD and The Edinburgh Grand (42 St Andrew Square) at 101.950m AOD. Rising above all these heights is the Edinburgh St James Central Hotel at 122.790m AOD to ridge, which is still visible in the skyline and within a number of the tested key views. The upper crown element of the new building, which is 99.685m AOD at the top, relates to and reflects the cluster of domed volumes of significant cultural and civic buildings within and to the south east of the site associated with the developments around Register Place. In this regard, within this wider townscape, the new building sits comfortably, representing an effective use of the site.

In medium and longer range views, it will mainly be the domed roof of the new building that would be observed, but this would not generally break the skyline in views from the north or south of the city. The elliptical architectural form and the gentle curve of its domed roofline integrates with the city in views from Calton Hill (TVIA Viewpoint 11) and Salisbury Crags (TVIA Viewpoint 12). In doing so, it creates a subtle addition to the city's silhouette that does not compete with important skyline features, having a neutral effect that would be insignificant, as stated in the EIA Report. When visible, only its colonnaded crown can be seen as an identifiable open and welcoming gesture to the city. This is a positive design solution for a public building.

With the exception of the view from the Botanic Gardens (TVIA Viewpoint 14), it is from the north of the city at Inverleith Park and Ferry Road, that the new building will break the skyline, rising to a similar height to the main part of the Edinburgh St James development. In these views, the proposal will be visible as a new city monument, adding to the distinctive punctuation of the skyline. The elliptical form of the proposal reduces to some extent the magnitude of change. The EIA concludes that all these views will have a neutral effect that would not be significant. This is agreed.

From Blackford Hill in the south (TVIA Viewpoint 15), the proposal is blocked by intervening built form, and from Corstorphine Hill (TVIA Viewpoint 16) in the west, the proposal sits below the skyline and would have no effect. A number of closer range viewpoints also show no or limited visibility of the proposed development: Market Street/Cockburn Street junction (TVIA Viewpoint 18) and East Market Street (TVIA Viewpoint 21).

There is limited information available to assess the impact of the proposal on locations where night time views of the city centre would be experienced. The solid-to-void relationship of the proposed backdrop created by the development will be important, however, there are no practical means to control levels of internal lighting. In this respect, the window apertures on the main body of the building may stand out if brightly light. Likewise, the lighting to the upper colonnade level could also stand out in city wide views and views along George Street as a horizontal banding. Given the lack of feature lighting in St Andrew Square, including the Melville Monument and subtle lighting of Dundas House, any external lighting to the concert hall will need to be carefully considered.

It is concluded that the overall height and form of the new building will create a subtle, but positive addition to the skyline, appropriate for a civic building.

### *Material palette*

The pallet of materials proposed for the extension are set out and assessed in section 3.3a) of the assessment.

The design of the public realm will preserve and enhance the setting of the conservation area. The carriage drive and external spaces around the venue are proposed to be resurfaced with sandstone setts, replacing the asphalt to circulation and car parking spaces, with a high quality and robust surface appropriate to its setting. Permeability will be created through the site, contributing to the planned hierarchy of streets, spaces and gardens associated with the New Town.

### *Design quality*

The Conservation Area Character Appraisal states that new buildings should be a stimulus to imaginative, high quality design and seen as an opportunity to enhance the area. Direct imitation of earlier styles is not encouraged, but rather new buildings should be designed with respect for their context. In this regard, the Council supports contemporary designs that are sympathetic and complimentary to the spatial pattern, scale and massing, proportions, building line and design of traditional buildings in the area.

The proposed façade details, proportions and materials of the new building respond to the classical order, proportions and materials of the New Town. The solid base and lighter crown with colonnade ameliorates its impact on many of the views, whilst its symmetrical arrangement and shallow dome respond to the formality of the New Town composition. From views along George Street, the proposal creates a new visual composition with the backdrop of the St James Central Hotel that is not part of one architectural set piece but rather a design response to reconcile the relationship between two contemporary forms. In this regard, its gentle dome and crown are a logical and positive response.

### *Conclusion*

Whilst the proposal does not impact adversely and significantly on city-wide views and townscape character, the mass and scale of the new building will affect the spatial characteristics of the planned First New Town. The proposal seeks to form a new planned alignment. The result is a layering of separate elements, and the extent to which these elements are visible varies as part of the sequence of views along George Street.

However, it is the simplicity of the architectural form and materials corresponding to the classical proportions and rhythm of the immediate context that would appear as a new simple backdrop to Dundas House. This contributes to the visual alignment on axis with George Street by providing a more cohesive backdrop to Dundas House that achieves a more effective terminating effect to a significant planned vista.

Therefore, on balance, and taking its proposed use into consideration, it is considered that the proposed development does not remove or detract from key characteristic components of the conservation area that gives the area its special interest. It will contribute to the architectural quality of the area with a contemporary high quality building designed to respond to its historic and modern urban environment. The proposal's gentle domed roof, symmetry to the axis of George Street, glazed colonnade and elliptical form of the hall assist in mediating between the scale of Dundas House and the Edinburgh St James development. In this regard, the special character and appearance of the New Town Conservation Area will be preserved and enhanced.

c) Impacts on equalities and rights are acceptable

An Integrated Impact Assessment has been carried out for the parallel application for planning permission and raises no overriding concerns. This is viewable on the Planning and Building Standards Online Services.

d) Public representations have been addressed

Material comments (support)

- Positively contribute to the cultural offer of not just Edinburgh, but of Scotland helping to attract visitors which will benefit the wider economy. Addressed in 3.3a);
- Design and form of the proposed building is of sufficient quality that paired with the cultural benefits arising from the scheme, justify the impact on the listed building including its setting. Addressed in 3.3a); and
- Public benefits of the proposals outside of performance time given the provision of function spaces, café, foyer and crown walkway as publically accessible spaces within the scheme. Addressed in 3.3a).

Material comments (objections)

- The proposed building is on an excessive scale, massing and in close proximity to Dundas House of which it will tower above. - this is addressed in section 3.3a);
- The proposed will diminish Dundas House's special interest and status as the focal point at the east end of Edinburgh's New Town Plan. - this is addressed in section 3.3a) and 3.3b);
- The site is too small to accommodate the proposed building with the proposals representing an overdevelopment of it. - this is addressed in section 3.3a);
- Impact on the character and special interest of the A listed Dundas House - this is addressed in section 3.3a);
- Previous extensions to the original building including the subordinate design of the domed banking hall extension when viewed from St Andrew Square and should be used to inform the manner of further extension or alteration of Dundas House. - this is addressed in section 3.3a);
- Concern about the way in which the proposed building butts up against Dundas House. A more pronounced link between the old and new would enable the extension to read as a separate building. - this is addressed in section 3.3a);

- The demolition of the boundary wall to the north of the forecourt is not acceptable as it fails to recognise the important role the pavilions and boundary walls flanking the forecourt of Dundas House play in creating an appropriate symmetrical setting for classical building - this is addressed in section 3.3a);
- Concern over the proposed demolition of the boundary wall adjacent to 23-26 St James Square - this is addressed in section 3.3a); and
- Object to the removal of part of the original boundary wall at Elder Street - this is addressed in section 3.3a).

#### Non-material comments (objections)

- Concern over the demolition of the 1960's block and the depth of the basement excavations and proximity to the neighbouring tenement building, and the potential damage this could cause to neighbouring buildings during construction particularly through the use of piling - This is a legal matter.

#### Conclusion

The proposed design of the building is based on a strong concept which draws upon the positive characteristics of the surrounding area. The design seeks not to compete with the historic and distinctive built features of the New Town but rather to complement and enhance them through a positive engagement with the architecture and urban morphology of its historic setting. The overall height and form create a subtle and positive addition to the skyline, appropriate for a civic building.

However, the development is considered to have an adverse impact on the setting of Dundas House when seen from some of the public viewpoints within St Andrew Square. On the immediate approach to Dundas House, this effect will be noticeably diminished as a result of its set back position within the site. Although the height, scale and massing of the extension expands beyond Dundas House, it has been sensitively designed to reflect its immediate context and mitigate some of these impacts.

Although it is considered that the proposed development does not comply fully with the provisions of the HES Managing Change on the Historic Environment guidance in terms of the 'Extensions' and 'Setting' series, the scale of the adverse impact on the special interest of Dundas House including its setting is not considered significant. Furthermore, the proposed music and performing arts venue would make an exceptionally valuable contribution to the city's cultural infrastructure and provide opportunities for its use by the wider community. The proposed development, which forms an important cultural strand within the City Deal, will contribute to Edinburgh's strategic aspirations in terms of culture, tourism and the economy. It is therefore judged the exceptional benefits that would be brought about as a result of the proposals would justify a departure from the presumption set out in paragraph 3.38 of the HESPs in accordance with point d) of paragraph 3.47 of HESPS (2016).

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

### **3.4 Conditions/reasons/informatives**

#### **Conditions:-**

1. Prior to commencement of above ground works, a detailed specification, including trade names where appropriate, of all the proposed external materials (including the public realm), except the proposed concrete, shall be submitted to and approved in writing by the Planning Authority before work is commenced on site. Samples of the materials may be required.
2. Prior to commencement of works above ground, full details of the juncture between the banking hall and the extension proposed shall be submitted to and approved in writing by the Planning Authority, and shall be implemented on site, in accordance with the approved details
3. No demolition/development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (Historic building recording, conservation, excavation, analysis, reporting and publication & interpretation) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.
4. Prior to commencement of works above ground, full details including materials specification for the proposed doors between the banking hall and concert hall foyer shall be submitted to and approved in writing by the Planning Authority, and shall be implemented on site, in accordance with the approved

#### **Reasons:-**

1. In order to enable the planning authority to consider this/these matter/s in detail.
2. In order to enable the planning authority to consider this/these matter/s in detail.
3. In order to safeguard the interests of archaeological heritage
4. In order to enable the planning authority to consider this/these matter/s in detail.

#### **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.
2. This consent is for listed building consent only. Work must not begin until other necessary consents, eg planning permission, have been obtained.
3. No development shall take place on the site until a 'Notice of Initiation of Development' has been submitted to the Council stating the intended date on which the development is to commence. Failure to do so constitutes a breach of planning control, under Section 123(1) of the Town and Country Planning (Scotland) Act 1997.

4. As soon as practicable upon the completion of the development of the site, as authorised in the associated grant of permission, a 'Notice of Completion of Development' must be given, in writing to the Council.
5. External light fittings on the existing building will require Listed Building Consent
6. Any proposed signage requires advertisement consent and depending on the location, may require Listed Building Consent.

## **Financial impact**

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### **4.1 The financial impact has been assessed as follows:**

There are no financial implications to the Council.

## **Risk, Policy, compliance and governance impact**

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5.1 Provided planning applications are determined in accordance with statutory legislation, the level of risk is low.

## **Equalities impact**

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### **6.1 The equalities impact has been assessed as follows:**

The parallel application for full planning permission was assessed in terms of equalities and human rights. The impacts are identified in the Assessment section of the main report (ref: 18/04657/FUL).

## **Sustainability impact**

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### **7.1 The sustainability impact has been assessed as follows:**

The parallel application for full planning permission (ref: 18/04657/FUL) meets the sustainability requirements of the Edinburgh Design Guidance.

## **Consultation and engagement**

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### **8.1 Pre-Application Process**

The proposal was presented to the Edinburgh Urban Design Panel at pre-application stage on 27 September 2017. The comments have been considered in the assessment of this application.

### **8.2 Publicity summary of representations and Community Council comments**

The application was advertised on 14 September 2018, with 21 days allowed for comments. The application also appeared in the Weekly List on 11 September 2018.

The proposals that formed scheme one received four letters of objection, and one letter of support.

All the interested parties who previously commented on scheme one were re-notified on 27 February 2019, with 14 days allowed for comments. No further representations were received.

All of the comments received have been considered in the assessment of the application. An assessment of these representations can be found in the main report in section 3.3 d).

## **Background reading/external references**

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- 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 application site is shown to be within the City Centre as defined in the Edinburgh Local Development Plan (LDP).

### Date registered

19 September 2018

### Drawing numbers/Scheme

01 - 02, 03A - 04A, 5, 06A - 16A, 17 - 19, 20A - 27A, 28, 29A - 39A, 40, 41A - 47A, 48, 49A -50A, 51 - 57, 58A - 59A, 60 - 62, 63A, 64 - 65, 66A, 67, 69A - 72A, 73, 74A -78A, 79 - 80, 81A - 85A, 86 - 87, 88A - 92A.,

Scheme 2

## David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

Contact: Daniel Lodge, Planning Officer

E-mail:daniel.lodge@edinburgh.gov.uk Tel:0131 529 3901

## Links - Policies

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### Relevant Policies:

**The New Town Conservation Area Character Appraisal** states that the area is typified by the formal plan layout, spacious stone built terraces, broad streets and an overall classical elegance. The buildings are of a generally consistent three storey and basement scale, with some four storey corner and central pavilions.

### World Heritage Site

The historic centre of Edinburgh, including the medieval Old Town and the Georgian New Town, was inscribed on the United Nations Education, Scientific and Cultural Organisations (UNESCOs) List of World Heritage Sites in December, 1995. This represents international recognition that the Site is of outstanding universal value.

The organic plan form of the medieval Old Town and the clarity of the geometrically planned neo-classical New Town together with the outstanding historic buildings are fundamental characteristics of the World Heritage Site. All proposals affecting the plan form or historic buildings, including their setting, will be considered for their impact on their design integrity.

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.

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

### **Relevant Non-Statutory Guidelines**

**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.

**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

## **Application for Listed Building Consent 18/07730/LBC At 35 - 36 St Andrew Square, Edinburgh, EH2 2AD Proposed demolitions, alterations, remodelling and erection of extension to the listed building.**

### **Consultations**

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#### **Edinburgh Urban Design Panel - 27/09/2017**

##### *1 Recommendations*

*1.1 The Panel was supportive of the principle of a music venue in this location and acknowledged that it represented an exciting opportunity to enhance activity and permeability in the surrounding public realm.*

*1.2 The Panel advised that the proposal's relationship to its special historic setting and its impact on important axial and oblique views, particularly the view of Dundas House from George Street, is critical and requires to be carefully considered. The Panel also agreed that a coherent, well designed and high quality public realm would be essential to the success of this development and its integration with the surrounding area.*

*1.3 In developing the proposals, the Panel suggests the following matters should be addressed:*

- o Ensure that the development relates appropriately in position, scale, massing and design to the site's special historic character and key views;*
- o Develop a coherent, high quality public realm which enhances legibility through the site;*
- o Maximise barrier-free pedestrian permeability into and through the site and minimise conflict with service vehicles;*
- o Develop an architectural response which feels part of Edinburgh and can stand the test of time; and*
- o Incorporate security measures through early engagement with security advisors.*

##### *2 Introduction*

*2.1 The site is located to the east of St Andrew Square, south of Multrees Walk and west of St James Centre. The site comprises of the A Listed Dundas House (36 St Andrew Square), its rear extension (circa 1960s) and car park. Dundas House is a three storey building of relatively modest scale and it contributes to the very high quality historic townscape of Edinburgh's New Town. It is positioned on axis with George Street where axial views are critical to its setting.*

*2.2 The site is located in the City Centre Retail Core and City Centre, as defined in the Edinburgh Local Development Plan (LDP). It also sits within the New Town Conservation Area and Edinburgh World Heritage Site. The site is located close to several listed buildings and structures. The site also sits in a number of key views as set out in the Edinburgh Design Guidance.*

*2.3 The site is also located within the St James Quarter Development Brief, where it identifies new opportunities for pedestrian permeability through the site.*

*2.4 One declaration of interest was made by Adam Wilkinson from Edinburgh World Heritage Trust (EWHT), who confirmed that he had met previously with the agents/developers regarding this proposal. This was not considered to be conflicted interest.*

*2.5 This report should be read in conjunction with the pre-meeting papers.*

*2.6 This report is the view of the Panel and is not attributable to any one individual. The report does not prejudice any of the organisations who are represented at the Panel forming a differing view about the proposals at a later stage.*

### *3 Position, Scale, Massing and Design*

*3.1 The Panel welcomed the use of the model to demonstrate the proposal's potential scale and massing and agreed that its impact upon the site's special historic setting and key views, particularly the long view from George Street, was a critical consideration.*

*3.2 The Panel was concerned about the proposal's scale and massing particularly given the limited size of the site. The Panel recognised that the design concept is still at an early stage and may have an adverse impact on the character of the area and the amenity of adjacent buildings. The Panel agreed that further work is needed to ensure the proposal sits comfortably on the site.*

*3.3 The Panel discussed whether the proposal should be viewed as currently proposed in an asymmetric form from behind Dundas House, or whether the proposal should be visible at all above Dundas House when viewed from George Street. Dundas House is part of the 'set piece' of buildings along George Street and the proposal should not detract from this. The Panel suggested that one option could be that the proposal may be sunk down to minimise its visual impact. The Panel concluded that further assessment work was needed to explore how the development will impact on key views, particularly eye level views, and the setting of listed buildings, particularly Dundas House.*

*3.4 The Panel suggested that distant and unexpected views of the proposal should be explored including those from oblique angles.*

*3.5 The Panel was concerned that the positioning of the concert hall, studio and public foyer in separate blocks (albeit connected by access links), could result the site appearing fragmented. There is precedent for this in the character of the immediate area but the coherence of the buildings, public realm and links in-between will be critical. Further work is needed to ensure this is delivered. The Panel was also keen to see the site linking logically into adjacent sites.*

3.6 The Panel was sceptical about the indicative classical coliseum-style architecture with arcade detailing for the concert hall as this style does not initially resonate with the character of the New Town. However, the Panel was not averse to a contemporary response with a take on classical architecture so long as it is respectful to the site and its context. The Panel confirmed that the detailing and materials will be critical to achieving this aim.

3.7 The Panel felt that the link building could be better concealed as this looked to clash with the rest of the proposal and Dundas House.

3.8 The Panel agreed that lighting of the buildings and their setting would be an important consideration.

3.9 The Panel advised that sandstone should be used if masonry is proposed and glazing would help to lighten the built form.

3.10 The Panel wishes to see a robust design which can stand the test of time.

#### 4 Public Realm

4.1 The Panel strongly emphasised that the discovery of the development as a 'jewel' from the surrounding lanes should be enhanced by a coherent and high quality public realm which links seamlessly (physically and visually) to its context.

4.2 The Panel was supportive of the increased activity that would be created from the proposal and encouraged the use of ground floors to maximise this. The Panel advised that the public realm should create an engaging setting for the surrounding buildings.

4.3 The Panel considered that the built form could come out of a beautiful 'carpet' of materials set out in the public realm. The Panel stated that the use of simple, elegant and high quality materials will be key to creating a coherent, welcoming and active public realm. Careful use of hard and soft materials will also be critical.

4.4 The serviceability of the site needs to be carefully considered and the Panel was supportive of using an underused unit space within Multrees Walk as a service area for the development to separate service vehicles from the pedestrian environment.

4.5 The Panel noted that public and private spaces should be appropriately delineated.

4.6 The Panel emphasised the importance of maintaining the 'set piece' of Dundas House, railings and gates, and noted its significant contribution to the proposal's setting therefore cautioned against any substantive changes

#### 5 Permeability

5.1 The Panel was supportive of the aim to increase pedestrian permeability into and through the site. The Panel stated that links should be barrier-free and accessible for all users. The Panel stated that the emphasis should be placed on routes through rather than buildings across.

5.2 The Panel suggested that the space under the linked overhead walkway between the concert hall and ancillary buildings could be enlarged, creating strong views into the site and encouraging pedestrian use.

## 6 Use

6.1 The Panel was supportive of the use of the site for a music venue and suggested that further links could be made with University of Edinburgh's School of Music.

6.2 The Panel was concerned that the proposal may displace existing residents if it impacts negatively on the amenity of neighbouring housing. This needs to be carefully considered.

## 7 Security

7.1 The Panel advised that early discussions with security advisors should be held to build in any counter-terrorism elements to the proposal.

7.2 The Panel stated that a good security strategy including requirements for lighting/CCTV/passive surveillance should be built into the proposals at an early stage.

### **Archaeology - response dated 22/10/2018**

*Further to your consultation request I would like to make the following comments and recommendations concerning these linked FUL + LBC applications for the erection of music and performing arts venue with licensed café/restaurant and bar facilities, and related arrangements for infrastructure, demolitions, and other works.*

*The site occurs within the former gardens and curtilage of the A-listed RBS HQ (Dundas House, 36 St Andrew Square). Originally designed by Sir William Chambers this building was constructed in 1771 for Sir Laurence Dundas, becoming the HQ for the RBS in 1825. The site has seen several extensions since the mid- 19th century, most notably the construction of the banking hall & library wing (by Peddie and Kinnear) in 1858 and the 1960's rear extension and carparking. Located at the heart of James Craig's Georgian New Town the site is also surrounded by a number of A & B listed buildings including New Register House, 2425 James Craig Walk, 37-39 St Andrew Square & 27-31 James Craig Walk*

*As such this site and it's listed buildings are recognised as one of the key elements within the New Town section of Edinburgh's UNESCO World Heritage Site. Accordingly, this application must be considered therefore under terms the Scottish Government Historic Environment Policy (SHEP), Scottish Planning Policy (SPP), PAN 02/2011 and also Edinburgh Local Plan (2016) policy ENV1, ENV3, ENV4, ENV8 & ENV9.  
Historic Buildings*

*The removal of the 20th century additions to Dundas House will it sin agreed have a beneficial impact upon the setting both of this A-listed Georgian Mansion and also its immediate setting. That said the scale of the proposed new Arts Venue must be considered as having an immediate significant adverse impact as it will be seen overlooking Dundas House from several key view points along George Street. Not only will it have significant impacts upon the immediate setting of this building, but it must also be considered to have similar impacts upon the adjacent listed buildings on James Craig Walk and also New Register House. That said although adverse, in archaeological terms such impacts are regarded as being moderate low, given the Urban context.*

*In terms of physical impacts, the proposals will require the demolition of several 20th century buildings, a section of the listed (A) boundary wall and works to both 36 & 35 George Square. Having assessed these impacts it is considered that these works are acceptable having an overall low significant impact in archaeological terms. That said it is recommended that a programme of archaeological historic building recording (annotated plans, photo and written description) is undertaken of the modern buildings and rear wall prior to their demolition in order to provide a permanent record of these buildings due to their overall contribution to the history of the sites development. In addition, it is recommended that a programme of historic building recording is undertaken during works to No 36 George Square during any downtakings/alterations which could reveal evidence for the development of the Banking Hall and Georgian Mansion.*

#### *Buried Archaeology*

*The proposals will require significant ground-breaking works, principally in regards proposed demolition of the 20th century buildings on the site and the construction of the new Arts Venue. Such works have the potential to disturb archaeological remains relating to the construction and development of Dundas House. The potential for earlier remains surviving on site is however considered to be low. Nevertheless, it is recommended in addition/alongside the recommended historic building recording, that programme of archaeological work is undertaken during ground breaking works, in order to record, excavate and analyse any significant remains affected.*

*In consented it is essential therefore that a condition be applied to any consent if granted to secure this programme of archaeological works based upon the following CEC condition;*

*'No 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) 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.*

## **Culture Service - response dated 25/02/2019**

### *1. Context*

*The proposed new mid-scale music venue for the capital represents an ambitious and exciting development in the City's cultural infrastructure, and, for music, the biggest capital intervention in over a century since the construction of the Usher Hall.*

*For over 2 decades the need for a high quality mid-scale music venue has been voiced by many people and organisations, resulting in recommendations for such in a range of reports:*

*The 2006 CEC Review of Music Provision, the 2009 Cultural Venues Study and the 2015 Thundering Hooves Study. It is an infrastructural gap where Edinburgh falls behind in comparison to other cities - nationally and internationally. The significant capital investments achieved to date evidences support from all levels of government from local to UK and forms an important cultural strand in the ESESCR Deal.*

*Its ambitions across the spectrum - design, artistic programme, community and educational engagement, acoustic and user facilities - will make it a destination venue for the country.*

### *2. Cultural Impact*

*The ambitions of the proposed design offer a wide range of opportunities not only to strengthen existing music provision in the city for artists and audiences, but also new opportunities to develop international mid-scale music touring from artists and visitors. It will provide a world class home for the Scottish Chamber Orchestra (SCO) for performance, rehearsal, recording and outreach/community activity. This is a significant point given that Scotland's other four national performing companies have had their capital ambitions realised. A new home for the SCO would complete this process and provide a national base for Edinburgh's only national performing company.*

*Through a close working partnership with the Edinburgh International Festival (EIF), it will provide a world class venue for supporting and developing the Festival's artistic and audience development ambitions. An agreement between the Scottish Government, the City of Edinburgh Council and the 11 major Edinburgh Festivals to invest a £1 million each year for the next five years has also been reached. This will enable the festivals to develop their programming and content, skills sharing and development and deep and wide engagement and the new venue would be a complement to those investments.*

*Equally, the year round cultural infrastructure is a critical element in enabling the festivals to thrive. The capital investment in the IMPACT Scotland proposal therefore reflects the interdependence between renewing cultural content as well as infrastructure, only this twin approach will avoid eroding Edinburgh's status as the pre-eminent cultural 'Festival City'.*

*The IMPACT Centre has also established early relationships with other music and performing arts companies who would use the venue for performance and rehearsal (the National Youth Choir of Scotland (NYCOS), Red Note Ensemble, Celtic Connections, BBC Scottish Symphony Orchestra) as well as identifying community engagement projects with the SCO (e.g. enhancing the Music For Life programme) which will add strength to the cultural offer from the start and extend access to the world class facility.*

*Having a physical venue and facilities associated with community and education will also be transformative, with proposals for a recording studio and digital technologies built in to the finished design, and full-time education officer identified within the staff structure. The business case highlights that the Centre will develop opportunities with range of city region deal and other partners to achieve a diverse audience and participant base for using the venue - at free or minimal cost. A good comparator would be the enhanced facilities at the Glasgow Royal Concert Hall which has allowed the other national orchestra, the Royal Scottish National Orchestra, to significantly enhance and expand its outreach and engagement programme to deliver musical opportunities for all ages and backgrounds. The project is also aligned with the Inclusive Growth within the framework of the City Deal PMO, identifying with 2 themes - a significant programme of construction and social benefit through innovation.*

*In recent years other cities have extended and improved their infrastructure for live music with major developments to support a range of music genres - Glasgow (City Halls, CCA, Royal Concert Hall expansion), the Sage Centre in Gateshead, London (major investment to South Bank Centre, King's Place, among a plethora of other expanding venues), Bristol (St George's, Colston Hall), the Millennium Centre in Cardiff to name a few. It is interesting to note that concert hall construction across the globe has grown dramatically with most cities investing in world class architecturally landmark venues, whilst Edinburgh has seen no new development for 100 years beyond the refurbishment of the Usher Hall.*

*A successful live music environment works on a number of levels - locally it is important to have a competitive and complimentary range of venue spaces from small to large scale which enable a range of activity to take place across different scale and styles. In comparison to many cities, Edinburgh lacks a number of key facilities at present - an arena for the larger scale, a mid-scale rock and pop venue since the demise of The Picturehouse (a role that it is hoped Leith Theatre will be able to fulfil) and a high quality mid-scale contemporary venue which plays an active role in curating content. The latter role would be fulfilled by The Impact Centre which presents an outline business case for programming and renting the venue for a diverse range of music styles - jazz, world, folk, acoustic rock and pop and traditional.*

*Nationally and internationally, the music industry revolves around recording and distribution, either through recorded content (streaming, records/CDs, etc) and touring. Edinburgh currently misses out on a number of mid-scale music tours due to the lack of an active, curating mid-scale venue as well as the high quality performing environment required by artists and promoters. As outlined in the previous paragraph, the IMPACT Centre's business plan aims to offer a dynamic performance space in the heart of the city.*

*It is acknowledged that there will be an issue around displacement of activity with the IMPACT Centre. With a capacity of 1,000 plus a smaller 200 seat performance space, it will occupy a position as the city's pre-eminent mid-scale space, and as will divert some performance activity away from venues such as the Usher Hall and Queen's Hall. Both of these venues host performance, rehearsal and recording activity by the Scottish Chamber Orchestra which would all move to the IMPACT Centre. It is anticipated the Queen's Hall would experience the most impact due to the similar capacity levels, and the Queen's Hall currently generates revenues from being the principal box office for the Scottish Chamber Orchestra which would move to the IMPACT Centre along with other Queen's Hall performance events. Some smaller Usher Hall artists and events could also migrate to the IMPACT Centre, dependent on audience expectancies and market conditions.*

*To mitigate this and ensure a strategic and co-ordinated approach to the future programming of key music venues in the city, the City of Edinburgh Council will chair a working group including representatives from IMPACT Scotland, the Queen's Hall, Leith Theatre and the Usher Hall. The working group will ensure a balanced and co-ordinated diary of events is planned and marketed for the city.*

*To balance this it is recognised that the IMPACT Centre has the potential to offer a net gain to the city for artistic performance and audience attendance. The Queen's Hall has identified future artistic opportunities across a diverse range of music genres as well as capital ambitions of its own, and would benefit from the diary space left by rehearsal bookings by the Scottish Chamber Orchestra. Similarly the Usher Hall can make use of the days left by recordings and rehearsals with demand for diary dates from promoters at a high. The existing venues also welcome the competition and dynamism that the IMPACT Centre offers in building and enhancing Edinburgh's reputation as a great city for live music. With other potential projects on the horizon such as Leith Theatre and the redevelopment of the Ross Bandstand, Edinburgh can look forward to a brighter environment for live music.*

### **3. Summary**

*The IMPACT Centre proposal is fully endorsed by the Culture Service within the City of Edinburgh Council. It forms an important cultural strand within the ESESCR deal, unlocking £25 million of strategic match funding from all levels of government and has significant financial backing and under-pinning from a private philanthropic donor. It will form an important strategic development in the city's cultural infrastructure - the first major new venue in over a century - and create a vital stimulus for live music, musicians and audiences. It will enhance the year round and festival offer in a landmark architectural venue, attracting new and existing audiences as active participants and consumers and set a new and exciting standard for the next 100 years.*

### **Historic Environment Scotland - response dated 15/01/2019**

*Thank you for your consultations which we received on 13 September 2018. We have considered them in our role as a consultee under the terms of the above regulations.*

*In relation to both the planning application and the EIA consultation, our remit is World Heritage Sites, scheduled monuments and their setting, category A-listed buildings and their setting, and gardens and designed landscapes (GDLs) and battlefields in their respective inventories. We have a separate remit regarding listed building consent, concerning works to Category A and B listed buildings, demolition, and applications by planning authorities.*

*For this reason, we have separated our advice into three sections, one under each set of regulations. As there are two listed building consent consultations, we have stated our position separately for each.*

*You should also seek advice from your archaeology and conservation service for matters including unscheduled archaeology and category B and C-listed buildings.*

### *Our Advice*

#### *Listed building consent*

*18/07127/LBC*

*We are content that these proposals for the rear garden of 35 St Andrew Square would not have a significant adverse impact on the special architectural and historic interest of the building. We therefore have no detailed comments on this application.*

*18/07730/LBC*

*We are content that the proposed demolitions, alterations and extension to Dundas House would not significantly diminish the special architectural and historic interest of the building. However, we consider there would be a significant impact on the setting of the building, which we have commented on under the associated application for planning permission below.*

*Our detailed comments on this LBC application are given in Annex 1 of this letter.*

#### *Planning application 18/04657/FUL*

*We consider that there would be a significant adverse impact on the setting of the Category A listed Dundas House, affecting some, but not all, key views of the building. We therefore advise that this should be taken into account in the decision making process. However, we are content that this impact would not significantly affect the special interest of the building, and does not raise issues of national interest for our remit. We therefore do not object to the planning application.*

*Our detailed comments on the planning application are given in Annex 2 of this letter.*

#### *Environmental Impact Assessment*

*We are content that sufficient information has been provided to come to a view on the planning application. We are content with the scope of the assessment and its methodology.*

*We have comments on the assessment itself and its conclusions. These are given in Annex 3 of this letter.*

### *Further Information*

*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 in the national interest for our historic environment remit, and therefore we do not object.*

*Our decision not to object should not be taken as our support for the proposals. The applications should be determined in accordance with national and local policy on development affecting the historic environment, together with related policy guidance.*

*This response applies to the applications 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. Technical advice is available through our Technical Conservation website.*

### *Historic Environment Scotland*

#### *ANNEX 1 Listed building consents*

*Your Council has consulted us in relation to works to two Category A listed buildings, which include the potential impacts on their setting. However, we have concentrated on assessing the impact on setting through the planning application process in Annex 2.*

*Our Managing Change guidance note on Extensions is a relevant consideration in assessing this application. In this instance, however, the guidance which it can offer is necessarily limited, as the most significant impacts of the proposed development relate to the setting of Dundas House. Although the application involves the extension of Dundas House, due to the depth, visibility and accessibility of the site, we consider the proposals would appear, like the rising St James hotel complex behind, to be part of the 'backdrop' of an urban townscape.*

*Our specific policy consideration in assessing applications for LBC is given in the Historic Environment Policy Statement at 3.47. This paragraph relates to alterations which would have an adverse impact on the special interest of the listed building.*

*18/07127/LBC - Application for listed building consent for associated proposed works, including demolitions, new boundary treatment and public realm (35 St Andrew Square)*

*We are content that these proposals for the rear garden of 35 St Andrew Square would not have a significant adverse impact on the special architectural and historic interest of the building. We therefore have no detailed comments on this application.*

*18/07730/LBC - Application for listed building consent for proposed demolitions, alterations, and extension (Dundas House, 36 St Andrew Square).*

## *Demolition*

*The proposed demolition works primarily involve the 1960s office block by Glasgow architects Gratton & McLean. We do not consider that this block contributes to the special interest of Dundas House, and therefore do not object to its demolition. We are also satisfied that the other proposed demolitions, or removals, relating to secondary areas to the rear of Dundas House, would similarly result in no significant loss to the special interest of the listed building.*

## *Extension*

*The extension, to form the proposed new music venue, is planned to connect with the rear facade of the banking hall, itself a mid C19th extension to the original Dundas House. In contrast to the relatively concealed 1960s block it would replace, the new structure would rise tall above the listed building, and expand beyond it to the rear on both north and south sides*

*Our Managing Change guidance note on Extensions states that extensions should ordinarily be subordinate in both scale and form. In this sense, the proposals would be contrary to the advice offered by this guidance. However, as above, in this instance we consider that the key impact of the proposed development would be on the setting of Dundas House. We have assessed this impact as part of our advice on the planning application, with reference to our relevant Managing Change guidance on Setting. (See Annex 2).*

## *Alterations*

*These comprise alterations and remedial works, mainly to external elevations of lesser significance to the rear (east) of Dundas House due to the demolitions and new build. Existing stonework would be made good, and there would be a general tidying up of rainwater goods, cabling and other pipework. A large section of the existing rear elevation stonework would be exposed internally as a feature of the foyer for the new music venue.*

*The works involve various works to the building including covering over lightwells and infilling redundant door and window openings, with a few new openings. These works, and the internal alterations to Dundas House, we consider to be relatively minor, affecting areas of lesser significance. Two exceptions are the proposed doorway link between the banking hall and music venue and the Banking Hall cash cage.*

*A key element of the overall scheme is to provide an internal double-door access link between Dundas House and the new music venue. While we are satisfied that this new doorway would be sympathetic to the fine interior quality of the banking hall, we suggest that the glazed panels for the banking hall doors be obscured to conceal the contemporary metal doors on the music venue side, or at any rate that this important element (ie, where new meets old) be conditioned.*

*The submitted ground floor plan shows some alterations to an existing cash point structure within the banking hall. No interior elevation/section drawings or images appear to be submitted to show how these alterations may affect the special character of the exceptionally important banking hall. Clarity on this point should be obtained. Externally, the proposed tall boiler flue at rear roof level, at the north east corner, would detract from the appearance of the roof, and a more concealed or mitigated solution would be preferable.*

*We are pleased to note that there are no proposals to alter the 19th century ornamental cast-iron-railed screen enclosing the front forecourt on St Andrew Square, an important feature of the category A listing. We would urge that the current proposals to include a large service vehicle access be appropriately managed, under the application for planning permission, to ensure there would be no disturbance to the gatepiers, gates, railings, and lamp standards.*

### *Conclusion*

*We are broadly content that the proposed direct physical interventions under 18/07730/LBC would not unduly diminish the building's special architectural and historic interest. However, as explained in Annex 2, we consider that the proposed extension would have an adverse impact on the setting of Dundas House, affecting some key views of the building.*

*We have therefore assessed the impacts in light of the policy considerations at paragraph 3.47a-d of HESPS, which concerns adverse impacts to the special interest of a listed building. In this instance, considerations b and d of this policy are relevant. Overall, on balance, we are content that the scale of the impact (3.47b.) on the listed building would not significantly harm its special interest. Therefore, we do not object to the listed building consent application.*

*We also note that the wider community benefits of the proposals (3.47d) may also be a consideration in decision making.*

*Historic Environment Scotland - response dated 25/01/2019*

*Thank you for your consultation which we received on 24 January 2019. We have considered it and its accompanying EIA Report in our role as a consultee under the terms of the above regulations.*

*We understand that this consultation relates solely to the EIA regulations. We note that this consultation is to advise that the 2011 EIA regulations were quoted on your previous consultation letter, dated 13 September 2018.*

### *Our Advice*

*We are content that our advice on this application and its accompanying environmental assessment, given in our letter dated 15 January 2019, is unaffected by this alteration. Our advice was given in reference to the 2017 EIA regulations, as quoted in our letter. We therefore have no additional or altered advice to offer at this stage, and our position remains as previously presented.*

*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.*

*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 development affecting the historic environment, together with related policy guidance.*

*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. Technical advice is available through our Technical Conservation website.*

### **Historic Environment Scotland - response dated 12/03/2019**

*Thank you for your re-consultations which we received on 27 February 2019.*

*Our comments below relate specifically to the design amendments, subject of your re-consultations, and should be taken into account together with our existing main response letter to these applications, dated 15 January 2019. Overall, we are satisfied that the amendments do not raise significant new issues for our interests, and that our position on the proposed development therefore remains the same.*

#### *Listed building consent applications*

*18/07127/LBC*

*As you will be aware from our main response letter of 15 January 2019, we are content that the proposals for the rear garden of 35 St Andrew Square would not have a significant adverse impact on the special architectural and historic interest of the building. We note the revisions, including deletion of the previously proposed retractable marker posts for the historic rear garden boundary line of 35 St Andrew Square, now proposed to be delineated by contrasting surface treatment as part of the wider public realm and landscape treatment for the development. We have no detailed comments to make on this revision.*

*18/07730/LBC*

*We are satisfied that the design revisions for the proposed music venue, including refinement of façade detailing/materials and crown parapet, do not raise new issues for us regarding the overall impact on the category A listed Dundas House. These revisions are mainly set out in the submitted revised Design and Access statement, chapter 16. Please also see our comments on the planning application below.*

*We are also pleased to note the revised proposals and additional information for Dundas House itself: to delete the previously proposed tall boiler flue; add opaque glazed panels for the banking hall new interior doors; and clarification of works to the existing cash point enclosure. These address the detailed comments we made on these specific proposals in our letter of 15 January.*

## *Planning application*

*18/04657/FUL*

*We note that there is no change to the proposed new building in terms of its scale, height, mass, and site positioning. As the revisions relate mainly to the above mentioned refinement of the façade detailing/materials and crown parapet we are content that the changes do not raise significant new issues for our interests, including potential impact on the A listed Dundas House and its setting; the setting of other neighbouring A listed buildings; and the World Heritage Site.*

*We acknowledge the intention to further the mitigation of impacts through refinement of materials and creation of a simpler, more cohesive, backdrop to Dundas House. To assist with further consideration of this, we understand that arrangements are being made for the review of material samples on site, including mock up panels for the proposed honed and grit blasted precast concrete for the façades. We suggest that this includes sample panels positioned to the front of the site to allow comparison with Dundas House in close-up views from St Andrew Square.*

*We have no more detailed comments to make on the planning application, and our advice remains as previously stated*

## *Environmental Impact Assessment*

*We note that no further assessment of impacts on our interests has been provided in the EIA Addendum. We therefore have no further advice to offer on this. We refer you to our previous response for our comments on the assessment and its methodology.*

*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.*

*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 development affecting the historic environment, 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*

*Technical advice is available through our Technical Conservation website.*

## **Economic Development - response dated 03/10/2018**

### *Commentary on existing use*

*The application relates to a 0.78-hectare site to the east side of St Andrew Square incorporating 36 St Andrew Square (the category 'A' listed Dundas House office building and its annexes: the "south wing" to the south and the "rear block" to the east) along with parking spaces, outbuildings, and the gardens of 35 St Andrew Square.*

*The "rear block" is a 1,764 sqm three-storey office annexe to Dundas House developed in 1965 for Royal Bank of Scotland staff. The economic impact of this building if fully occupied can be estimated. Office lettings in St Andrew Square in recent years have been dominated by the financial services sector with Standard Life Aberdeen, Baillie Gifford, and Computershare all letting large properties. Based on a typical employment density for the financial services sector of one full-time equivalent employee per 10 sqm, a building of this scale could be expected to directly support approximately 176 FTE jobs if fully occupied ( $1,764 \div 10$ ). Based on a mean gross value added per employee (2016 prices) of £110,862, this could be expected to directly add £19.5m of GVA per annum (2016 prices) ( $176 \times £110,862$ ) to the economy of Edinburgh if fully occupied.*

*If multiplier effects - the impact of supply chain expenditure and expenditure by employees - are taken into consideration the projected total impact of the rear block if fully occupied would be 388 FTE jobs and £32.6m of GVA per annum (2016 prices).*

*As the site is less than one hectare, policy EMP 9 of the LDP does not apply. There is therefore no requirement for any development to incorporate business space.*

#### *Commentary on proposed uses*

*The application proposes the demolition of the rear block and other ancillary structures to the east of Dundas House and their replacement with a new concert hall. Dundas House and the south wing are proposed to remain relatively unchanged.*

#### *Class 11 - Assembly and leisure*

*The development as proposed would deliver 11,347 sqm of class 11 space (gross) in the form of a new concert hall. The concert hall would deliver a 1,000-seat auditorium, a 200-seat studio, and "multi-purpose spaces" along with a café/bar.*

*The applicant has provided a report on the projected socio-economic impacts of the development. This report estimates that the development would, once operational, directly support 32 headcount jobs and £1.2m of GVA per annum. Additional impacts - multiplier effects and the impact of spending by performers and customers visiting Edinburgh to attend the concert hall - are projected to support a further 172 headcount jobs and £5.9m of GVA per annum, giving a total projected impact of 204 headcount jobs and £7.1m of GVA per annum (all figures gross).*

*It is noted that of the 204 jobs expected to be supported by the development 65 are in restaurants and cafés and 35 are in visitor accommodation. These are jobs supported by expenditure in Edinburgh outwith the concert hall by customers and performers attending the concert hall. These jobs may therefore be seasonal with lower levels of employment at times when patronage of the concert hall is lower and vice versa.*

## Overall impact

*The development as proposed would result in the loss of the "rear block" of 36 St Andrew Square, a 1,764 sqm office building. It is estimated that the total economic impact of this building if fully occupied by a financial services occupier would be 388 FTE jobs and £32.6m of GVA per annum (2016 prices). The economic impact assessment provided by the applicant suggests that the development would, once operational, support 204 headcount jobs and £7.1m of GVA per annum.*

*There are three principal existing dedicated concert halls in Edinburgh city centre - the Usher Hall (capacity 2,200), Queen's Hall (900), and Reid Concert Hall (218) - along with multiple smaller music venues. There are also multiple other venues in the city centre that host music performances, including the Playhouse (3,059); King's Theatre (1,350); Festival Theatre (1,915); Assembly Rooms Music Hall (788); Royal Lyceum Theatre (658); and St Andrew's and St George's West (200). While it is recognised that there will be differences in the specifications of each venue determining what performances each can host, it is assumed that there will be some degree of crossover in terms of the market for each. From a cursory analysis of event calendars, it does not appear that all of the aforementioned venues are being fully utilised. It is noted that the Scottish Chamber Orchestra currently performs in the Queen's Hall and it is proposed to relocate these performances to the new concert hall, suggesting any economic activity associated with the Scottish Chamber Orchestra will be displaced from the Queen's Hall. In the absence of any detailed analysis evidencing a current shortage of musical venues in Edinburgh city centre it is considered prudent to assume that there will be significant displacement of economic activity from elsewhere. This conclusion is borne out by the applicant's contextual report which describes the Queen's Hall as "a converted former church building with many limitations for both performers and audiences" and highlights the perceived low quality of existing venues, suggesting that the new concert hall is intended to be a higher quality replacement for the existing venues. The Council's Culture service has assessed the proposals and acknowledged that "that there will be an issue around displacement of activity with the IMPACT Centre [which] will divert some performance activity away from venues such as the Usher Hall and Queen's Hall". However, the Culture service has announced plans to create a working group to "ensure a balanced and co-ordinated diary of events is planned and marketed for the city" and concludes that the IMPACT Centre "has the potential to offer a net gain to the city for artistic performance and audience attendance."*

## Other considerations

*The site forms part of the wider Register Lanes area: the collection of backroads in the area bounded by Princes Street; St Andrew Square; Multrees Walk; and James Craig Walk. Despite their prime location, these areas receive relatively low footfall. The aspiration is that developments such as Edinburgh St James and The Registers will enliven this area. The proposed development would be accessible from Register Place and it could be expected that creating a major visitor attraction at the end of this street would attract considerable additional footfall.*

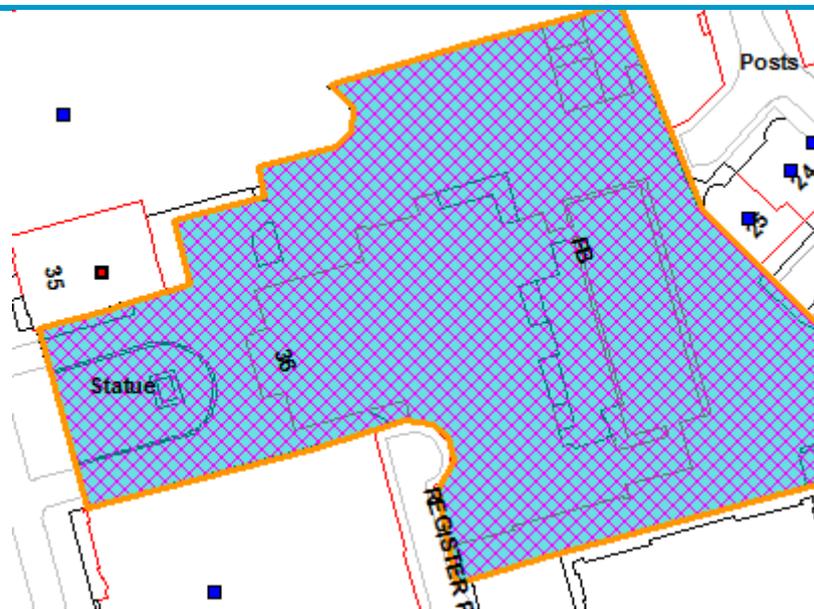
## SUMMARY RESPONSE TO CONSULTATION

The development as proposed will result in the loss of a 1,764 sqm office building within the central business district; it is estimated that, if fully occupied by a financial services occupier, this building could directly and indirectly support a total of 388 FTE jobs and £32.6m of GVA per annum (2016 prices). Figures provided by the applicant suggest that the proposed development could directly and indirectly support 204 headcount jobs and £7.1m of GVA per annum.

This response is made on behalf of Economic Development.

## Location Plan

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