

Listed Building Consent Application
at
Royal Infirmary
1 Lauriston Place
Edinburgh
EH3 9EE

Development Quality Sub-Committee
of the Planning Committee

Proposal: Part demolition, alteration and extension to the Surgical Hospital and Lodge
Applicant: Southside Capital Ltd.
Reference No: 02/01664/LBC

1 Purpose of report

To recommend that the application be **GRANTED** subject to;

Conditions

1. The works hereby permitted shall be commenced no later than five years from the date of this consent.
2. The application shall be referred to the Scottish Ministers prior to determination.
3. The Royal Commission on the Ancient and Historical Monuments of Scotland shall be given access to the site, at any reasonable time in a period of at least three months from the date of this consent, for the purposes of recording the building, structure or other item of interest.
4. A detailed specification, including trade names where appropriate, of all the proposed external materials shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site;

Note: samples of the materials may be required.

5. All stone repairs shall be carried out in natural stone to match existing.
6. All original windows shall be retained in situ; trickle vents or permanent vents shall not be inserted into the top rail or any visible face of such windows; ventilation may be incorporated into the bottom rail of the top sash of traditional sash and case windows, provided that details, including sections, are submitted to and approved in writing by the Head of Planning & Strategy before work commences on site.
7. All new and/or replacement windows shall be single glazed, timber sash and case,
8. All meeting bars, mullions, and glazing bars of the replacement windows shall correspond to the original window pattern, to the satisfaction of the Head of Planning & Strategy.

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
3. In order to safeguard the interests of architectural heritage.
4. In order to enable the Head of Planning & Strategy to consider this/these matter/s in detail.
5. In order to safeguard the character of the statutorily listed building.
6. In order to safeguard the character of the statutorily listed building.
7. In order to safeguard the character of the statutorily listed building.
8. In order to safeguard the character of the statutorily listed building.
9. NB This consent is for Listed Building Consent only. Work must not begin until other necessary consents, eg Planning Permission, have been obtained.

2 Main report

Site description

The application properties are the category A listed three storey and attic Surgical Hospital by David Bryce, dating from 1870, and the category B listed, single storey and basement Lodge by John Lessels, dating from 1857 (Tollcross Ward). The buildings are situated in the north-east corner of the RIE site within the Marchmont and Meadows Conservation Area and World Heritage Site.

The Scots Baronial style Surgical Hospital is symmetrical in plan comprising the main entrance block, with a square turreted central entrance tower, and six former ward pavilion wings, four facing north and two south. These elements are linked along a main spinal section that runs parallel to Lauriston Place. The layout incorporates the principles of light and air in hospital planning advocated by Florence Nightingale. Two classroom blocks are attached to the south elevation to either side of the link building to the former George Watson's Hospital. The building is constructed in bull-faced Hailes sandstone with ashlar dressings, slate roofs and timber framed sash and case windows. Additional floors were erected on the single storey projections between the pairs of north facing pavilions subsequent to completion of the original building and extra levels were added to the east-west connecting corridor in the early 20th century. Modern permanent and temporary structures engulf these earlier additions.

The building is utilitarian internally, although the Boardroom has significant plasterwork and joinery details. There are plaques with gilt lettering in the entrance hall, corridor and main stair commemorating the donors to the Surgical Hospital and previous George Watson's Hospital.

The listing description includes the boundary walls, piers, railings and gates, which demarcate the northern boundary, and Bryce's stone built ramps connecting the forecourt at the main entrance to Lauriston Place.

The Lodge, situated at the main entrance to the Surgical Hospital, was erected as part of the restructuring and extension of the earlier George Watsons Hospital. The building is Italianate in style, constructed in stugged beige sandstone with polished ashlar dressings, a slate roof and timber framed sash and case windows.

Site history

The RIE site has been in hospital use since the construction of George Watson's Hospital in 1740 and has been developed largely without statutory planning control. Health Boards and other specified health service bodies were removed from Crown Exemption in 1991.

There is no planning history relevant to the determination of this application.

Development

The application is for the conversion and extension of the Surgical Hospital to form a five-star hotel, providing 220 bedrooms and related restaurant, conference, banqueting and leisure facilities.

The external alterations comprise the demolition of all accretions subsequent to 1879 to reveal Bryce's building, and the removal of the two original classroom blocks to the rear and replacement with a contemporary style, four storey extension, housing the large-scale functions of the hotel and retail units at street level. Extensive restoration work will be carried out, including the replacement of modern uPVC windows with timber framed sash and case windows to match the original pattern and reparation of the ventilation towers. The parapet on the reduced height links to either side of the central block and the parapet and railings

on the restored link corridor will be reinstated to Bryce's original design. Minor alterations are proposed to original and later window and door openings. A metal framed, glazed canopy suspended from slender steel cables will be erected over the main entrance and symmetrical curving wheelchair ramps will be formed to either side of the original entrance steps. The slated sides of the dormer bays at the south end of the north facing pavilion wings are to be replaced with framed glazing in order to provide natural light to the attic rooms.

Internally, the principal bedroom accommodation will be located within the refurbished spine and former pavilion wards. This will involve the removal of existing partitions and replacement with new partitions to form bedrooms with en-suite facilities. A presidential suite will be located above the main entrance with views towards the castle esplanade. The main stair, which is centrally positioned within the entrance lobby, is to be relocated to the east side of the lobby to provide through access to the foyer in the new extension. Any removable commemorative wall panels within the main entrance area will be relocated within the new Royal Infirmary complex at Little France.

The Lodge will be retained and repaired as an entrance feature to the hotel, although no specific use has been allocated as yet. Extensive stonework repairs will be carried out to the chimney and the roof is to be overhauled.

This application is one of nine separate applications for listed building consent for alterations to or demolition of listed structures on the RIE site. The associated application for planning permission is for the redevelopment of the site as a new urban quarter entitled "Quartermile" comprising residential uses in the south and east sections of the site with commercial and retail uses concentrated in the centre. Extensive landscaping is proposed to create green space around the retained historic buildings and contemporary style new structures.

Supporting Information

The application is accompanied by a Heritage Statement, Condition Survey and model.

The former provides comprehensive descriptions of the historic and architectural development of each listed building, accompanied by plans and photographs, and justifications for the proposed alterations to or demolition of the structures. The Statement concludes that the present buildings on the RIE site present an incongruous mix of differing qualities and styles as a result of over two hundred years of development.

The Condition Survey details the structural form, defects and loading capacity of each listed building in written and photographic form.

The architects have also produced a detailed 3-dimensional model depicting the entire development and immediate surroundings.

Consultations

No consultations undertaken.

Representations

The application was advertised on 24 May 2002. Two letters of representation were received.

The Edinburgh World Heritage Trust has no objections to the part demolition of the Surgical Hospital, provided there is no loss of significant historic fabric. However, the Trust has concerns regarding the proposed disabled access ramps on the front elevation, formation of doors on the rear elevation and installation of double glazed windows.

The AHSS objects to the proposed demolition of the main stairs on the grounds that the stair is highly decorative with excellent neo-classical balusters. The Society also states that the entrance canopy should be minimalist in construction.

Policy

Town and Country Planning (Scotland) Act 1997

Section 25 - Status of Development Plans

"Where, in making any determination under the planning acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise".

National Planning Guidance

NPPG 18: Planning and the Historic Environment (April 1999) promotes the protection, conservation and enhancement of the historic environment and reflects the existing statutory framework and existing guidance set out in the "Memorandum of Guidance on Listed Buildings and Conservation Area, 1998".

The Memorandum of Guidance on Listed Buildings and Conservation Areas (1998)

Para. 2.21: "When considering applications for alterations or extensions, planning authorities should satisfy themselves that no unnecessary damage to historic structures will be caused, that additions are in keeping with other parts of the building, and that any new external or internal features harmonise with their surroundings."

Lothian Structure Plan (approved 4 July 1997)

Policy ENV3A states that the overall character and appearance of Lothian's high quality urban areas, particularly the form of Edinburgh's distinct Old and New Town of the World Heritage Site and the city's landscape and historical features, should be protected and where possible enhanced.

Policy ENV5 states that local plans shall contain policies to maintain and enhance the character of conservation areas and to protect all listed buildings and their settings.

Central Edinburgh Local Plan (adopted 29 May 1997)

The site is located within the Mixed Activities Zone and is identified as a Major Development Opportunity with preferred land uses being housing, academic or

other institutions, hotel or commercial uses, small scale employment uses and public short stay parking.

Planning Brief (approved by the Planning Committee, May 1998)

The brief, which includes an addendum approved in August 2000, seeks to ensure the re-integration of the site with the wider city. The listed buildings on the site should be retained and re-used in balance with the best planning of the site, which should incorporate a mix of uses and housing tenures and promote high quality development with an identifiable urban form of individual character.

The brief requires the removal of modern accretions to the 18th and 19th century buildings, although it recognises that selective demolition may not be practical to the south of the Surgical Hospital where Adam's original hospital has been engulfed by Lessels' later additions and Bryce's subsequent redevelopment.

Relevant Policies:

Policy CD2 (LISTED BUILDINGS) sets out criteria for assessing proposals affecting listed buildings and seeks to safeguard their character and setting.

Policy CD17 (MATERIALS) sets out requirements for materials in new developments and seeks a greater use of stone, roofing slate and other traditional materials in appropriate cases.

Policy CD20 (WINDOW ALTERATIONS) sets out different levels of control for window alterations for listed buildings, non listed buildings in conservation areas and non listed buildings in defined areas of window control.

Non-statutory guidelines 'ALTERATIONS TO LISTED BUILDINGS' provide general guidance for assessing proposals for both internal and external alterations.

Non-statutory guidelines on 'WINDOW ALTERATIONS' supplement local plan conservation and design policies, providing additional guidance on window alterations.

Non-statutory guidelines on 'DOOR ALTERATIONS IN LISTED BUILDINGS AND CONSERVATION AREAS' supplement local plan conservation and design policies, providing additional guidance on door alterations.

Non-statutory guidelines 'ACCESS TO THE BUILT ENVIRONMENT' seek to ensure that development proposals and streetscape works take account of the needs of disabled people.

3 Conclusions and Recommendations

DETERMINING ISSUES

The determining issues are:

- do the proposals preserve the building or its setting or any features of special architectural or historic interest which it possesses? If they do not, there is a presumption against the granting of consent;
- do the proposals comply with the development plan?
- if the proposals do comply with the development plan, are there any compelling reasons for not approving them?

- if the proposals do not comply with the development plan, are there any compelling reasons for approving them?

ASSESSMENT

To address the determining issues, the Committee needs to consider whether the proposals have an adverse impact on the character of the listed building.

The Surgical Hospital is considered an important example of Scots Baronial style architecture of the National Revival Movement and the most significant remaining original building on the RIE site. Conversion to a hotel will result in significant internal alteration and the addition of a substantial modern structure to the rear. However, the development will restore and reveal Bryce's original 1870 structure, which has been partially concealed under modern accretions.

The proposed external alterations include significant conservation gain through the reinstatement of parapets and railings on the restored flat roofed sections, reparation of the ventilation towers on the north facing wings and replacement of modern uPVC double glazed units with sash and case windows matching the original fenestration pattern. Extensive stonework repairs will be undertaken and the existing profusion of downpipes will be reduced and rationalised. The post-1870 accretions that are to be removed are of no intrinsic architectural merit, and the enclosed balconies between the twin towers at the ends of the ward pavilions are particularly intrusive on the principal elevation to Lauriston Place.

The south elevation of the Surgical Hospital is relatively utilitarian compared to the palatial frontage on Lauriston Place. The demolition of the original classroom blocks to the rear is therefore acceptable in order to accommodate the essential large-scale functions of the hotel, including the principal restaurant and kitchen areas, a suite of conference rooms and swimming pool.

The proposed rear extension is contained behind the building line of the original south facing wings and lies significantly below the eaves height of these elements. The architecture of the new structure is high quality and contemporary making a positive contribution to Bryce's original building without visually competing with the elaborate articulation of the historic structure. The tiered flat roof of the new extension exhibits important views of the central pavilion with its imposing clock tower. A row of retail units on the ground floor of the rear extension will provide an interactive frontage to the main east-west axis of the Quartermile development.

Details of the proposed entrance canopy show a glazed structure with slender framing elements attached to the main elevation between ground and first floor level above original stone inscriptions. The lightweight nature of the new structure and fixing method will have minimal visual and physical impact on the central pavilion. The proposed wheelchair ramps provide an appropriately majestic, symmetrical alternative entrance which neither obscures nor rivals Bryce's original steps.

Similar to the south elevation, the interior of the Surgical Hospital is largely undistinguished due to restricted hospital budgets at the time of construction. Historic Scotland notes that all of the internal emphasis and decoration of the Surgical Block is focused on the entrance hall and stairwell. The proposed relocation of the main stair is a reasonable compromise in order to provide direct access to the communal hotel spaces beyond. Also, the original stairwell has been

altered through the addition of office accommodation at second and third floor levels. The loss of donor panels that are painted directly on to the plaster walls is regrettable, but retention of these features is impractical.

The retention and repair of the Lodge is supported as this structure, along with the original courtyard features, is an important element of the northern edge of the site.

The proposals comply with the development plan and non-statutory policies and have no adverse impact on the character of the listed building.

There are no other material planning considerations which outweigh this conclusion.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

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Ward affected Tollcross

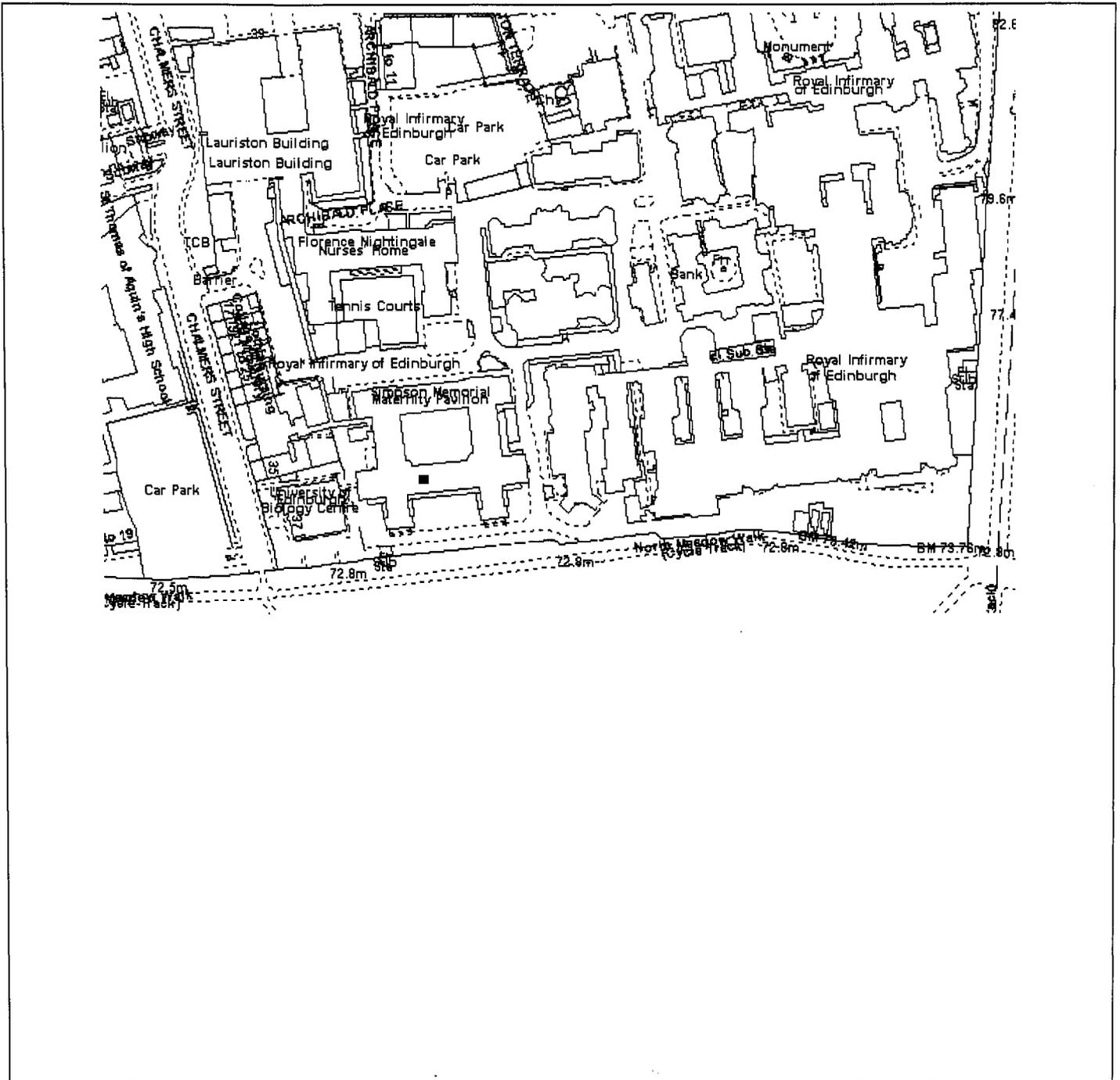
Local Plan Central Edinburgh

**Statutory Development
Plan Provision** Mixed Activities Zone

File AF

Date registered 10 May 2002

**Drawing numbers/
Scheme** 3, 32-55, 80-94 + 202-13
S1



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PLANNING APPLICATION

Address	Royal Infirmary		
Proposal	Part demolition, alteration and extension to the Surgical Hospital and Lodge		
Application number:	02/01664/LBC	WARD	32- Tollcross
THE CITY OF EDINBURGH COUNCIL			
THE CITY DEVELOPMENT DEPARTMENT- PLANNING & STRATEGY			