

**Approval of Reserved Matters
at
Gogarburn Hospital
175 Glasgow Road
Edinburgh
EH12 9BH**

**Development Quality Sub-Committee
of the Planning Committee**

23 July 2003

Proposal: reserved matters application to erect leisure, staff and crèche/nursery facilities
Applicant: The Royal Bank Of Scotland Plc.
Reference No: 03/00616/REM

1 Purpose of report

To recommend that the application be **APPROVED**

Conditions

1. The development hereby permitted shall be commenced no later than two years from the date of this consent or from the date of subsequent approval of other reserved matter/s, or five years from the date of outline consent, whichever is the later.
2. No development shall take place until the applicant has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Head of Planning & Strategy, having first been agreed by the City Archaeologist.
3. The following matters are not hereby approved and will require to be the subject of future reserved matter submission:
landscaping, cycle parking, pedestrian/cycleways, bridges.

4. The floodlighting shall be constructed, controlled and operated to comply with Safeguarding of Aerodromes Advice Note 2 - Lighting near Aerodromes and in particular to ensure that there is no light emission above the horizontal.

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
 2. In order to safeguard the interests of archaeological heritage.
 3. To allow details to be submitted and assessed.
 4. To avoid endangering the safe operation of aircraft.
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2 Main report

Site description

The site lies on the southern side of A8 on the former Gogarburn Hospital Site to the west of Gogar Station Road within parkland setting with a large number of mature trees. The Gogar burn and tributary runs through the site, the area adjacent to the watercourse are designated as a Site of Interest of Nature Conservation (SINC). The woodlands associated with the Gogar Burn SINC are noted on the Inventory of Ancient Woodland as Long Established Woodland of Plantation Origin.

Gogarburn House, a category B Listed Building is sited to the west of Gogar Burn. The stable block and walled garden, sited to the north of the house are also B listed. The access to the house is through the woodland from the A8. The house is sited within parkland defined by shelterbelts.

The proposed development would lie to the west of the Royal Bank of Scotland Headquarters Building, which is under construction.

Site history

November 1998 Committee approved a planning brief for Gogarburn Hospital.

September 2002 Planning permission granted in respect of the eastern part of the hospital site for a class 4 office with associated car parking, access including construction of new access bridge, landscaping and ancillary uses including restaurant/catering facilities, banking, surgery shops, conference and crèche. (Ref. 02/00768/FUL)

September 2002 Outline planning permission granted in respect of the whole hospital site for a class 4 office with associated car parking, access including construction of new access bridge, landscaping and ancillary uses including restaurant/catering facilities, banking, surgery shops, conference and crèche. (Ref. 02/00769/OUT)

May 2002 Prior Notification for demolition application approved for the demolition for existing houses

June 2002 Planning permission approved for the cabins for a temporary period of 9 months (02/00816/FUL)

April 2002 Planning permission granted for the erection of 14 modular site cabins for 8-month period and car parking for up to 100 vehicles for up to 4 years.

February 2003 Application for the Approval of Reserved matters was submitted for the erection of a conference centre (Ref. 03/00639/REM)

June 2003 Application for Listed Building Consent was approved for the alterations and extension to Gogarburn House.

Development

This application relates to reserved matters in relation to alteration and repairs to Gogarburn House and the separate stable block and coach house to create leisure staff/and crèche facilities relating to the development of the Royal Bank of Scotland Headquarters. The original submission included landscape details but these have been withdrawn pending BAA/CAA agreement. Details of cycle parking, pedestrian and cycleways and bridges also remain to be submitted.

With regard to Gogarburn House it is proposed to alter the internal layout to create a cafe/bar, foyer and function room on the ground floor. On the upper floor games room, multipurpose room, two studies are proposed and on the basement level washing, cooking and cleaning areas are proposed. Externally it is proposed to remove many of the later unsympathetic additions, erect three new spiral escape staircases on the north and west facing (rear) elevation and reinstate the original window design throughout.

The proposed leisure centre will be located to the rear of the main house and will be connected at ground level by a structural glass link building. The proposed dimensions are 60 metres wide, 30 metres deep and 9 metres high. The building will accommodate a gym, swimming pool, changing rooms and consulting rooms. Additional plant will be located to the rear of the building.

It is proposed to alter and link the coach house and stable block at a later date, extend the stable block to the north to provide an extension to the nursery. The extension measures 21.4 metres wide, 11 metres deep and 3 metres high. This will provide a play space for 32 children with toilets and kitchen area on the ground floor and on the upper floor there would be two play spaces one for children aged under 2 year and the other for children aged 5-8 years

The walled garden is to be repaired and the wall rebuilt to create three sports pitches. Six floodlighting poles 10 metres in height are also proposed at the corners of the pitches. There would be eight lights directing the light spillage on to the courts.

The proposed materials are:

Gogarburn House: -

Slate

Render

Sandstone

Glass link

Wrought iron staircase and landing

Nursery: -

Slate

Render

Sandstone

Glass link

Random rubble whinstone

Random rubble whinstone garden wall

Timber gate

Dark grey powder eaves and soffit

29 car spaces will be provided at the crèche/nursery, with a further 50 located to the south of the leisure facility.

Consultations

East Lothian Council

The reserved matters applications noted above in relation to the planning permission granted for the development of the Gogarburn Hospital site raise no issues of concern for East Lothian Council. As such, the Council would not wish to raise any objections to the application.

Scottish Water

Sewerage

This site should be drained on a separate system inline with the rest of the existing new development. Suds should be incorporated in the development.

Water Supply

A water supply can to taken from the new supply to the rest of the Bank development.

Scottish Water has no objection to this part of the new development and has already discussed it with the developer.

RSPB Scotland

Thank you for consulting RSPB Scotland on this matter. However, as it does not have implications for important bird populations, I regret I do not have the time to make observations.

Scottish Rights Of Way Society

We confirm that there are no known rights of way affected by the proposals.

Historic Scotland

The Historic Buildings Inspectorate offers the following informal comments on this proposal.

The Historic Buildings Inspectorate has been closely involved with representatives of your department over a period of several years with the development of proposals for the Gogarburn site and has responded twice on previous occasions to requests from you for comments on issues raised by the proposals. These responses should be on your files for the site.

The proposed use of the walled garden seems appropriate and the Inspectorate offers no comment other than to suggest that no structures considered necessary in terms of the use of the ground and proximity of the nursery should protrude above the wall. The proposed use of the stable and associated buildings to the outer face of the east wall of the garden also seems appropriate.

The proposed use of Gogarburn House is suitable. The only suggestion here from the Inspectorate is that the principal rooms of the ground floor at the south end of the house proposed for amalgamation into one large space should display vestigial evidence of their separate existence. This could be achieved, for example, by means of nib walls and a downstand beam.

The proposed leisure centre to the rear of the house will succeed or fail in direct proportion to the anonymity in principal views of the listed house. The Inspectorate would encourage you to seek the specification of adequate and suitable landscaping which will become established quickly in the zone between the house and the new centre and to obtain site sections or other visual material which will permit you to check that the centre, and its rooftop plant room, will not detract from principal views of the listed house from public locations within the larger site. The Inspectorate suggests that every effort must be made to ensure that Gogarburn House is the main focus of attention in this section of the development site.

Lothian and Borders Police

The siting and design of the development raise few concerns from a policing perspective.

The site is located adjacent to the main A8 Edinburgh to Glasgow Road, a busy area in relation to children's facility. The Gogar burn also crosses near to the site. This is generally a slow moving stream, but in times of continuous rainfall, such as Scottish Summers, can move at spate.

Accordingly it would be important to build in suitable security measures to this part of the development to prevent children gaining easy access to either the water or the roadway.

The planting of trees and shrubs may affect the possibility of viewing the area from the proposed CCTV system to be sited within the development. It may be appropriate to utilise lower growing shrubs, and carefully siting new trees, or crowns lifting or thinning existing trees to allow unobscured views across the sites.

The car parking area looks suitable for consideration of a 'Secured Car Park Award'.

West Lothian Council

West Lothian Council has no comment to make. Thank you for keeping us informed.

Sportscotland

Sportscotland welcomes the proposals to provide sport and leisure facilities for staff as part of this major headquarters development.

Archaeology

I refer to my earlier response dated 10th April 2002 regarding the archaeological and cultural mitigation requirements for the main development scheme by the Royal Bank of Scotland. The former Walled garden and Stable Block complex are regarded as being of historic significance. Accordingly these structures will require to be recorded prior to their alteration plus a watching brief must also be undertaken during any groundbreaking operations. It is therefore recommended that this programme of archaeological work (historic building survey, watching brief) be secured using a condition based upon the model condition stated in PAN42: Planning and Archaeology paragraph 34, as follows,

'No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work 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 work and for the archiving and appropriate level of publication of the results lies with the applicant.

Midlothian Council

With this being a reserved matters application, the principle of development has already been established here. Therefore I consider that the City of Edinburgh Council can adequately deal with matters of design on this sensitive site, and as a result I do not wish to make comment.

Edinburgh and Lothian's Badger Group

The important issues for badgers on this site are: -

1. Loss of feeding areas where buildings and hard paving for roads and car parking replaces open grass and trees. (Badgers need short grass area for earth worms for finding roots, berries, insects, etc)
2. New roads bringing night-time traffic crossing paths have been accustomed to using without danger.
3. Crossing existing roads at night.
4. Loss of feeding areas and disruption of routes of travel during construction.
5. Deep trenches and open pipe left unguarded overnight during construction.

During construction the developer should follow the guidelines detailed in the SNH Booklet 'Badgers and Development'.

Landscaping should minimise hard paved areas and include native species along the lines of travel especially the Gogar Burn. No doubt this advice would have been included in the environmental impact survey and my previous responses.

Traffic calming measures should be included on site.

The field north of the A8 to be taken for the approach tunnel into the site from the west is currently important to badgers living in setts on the banks of the Gogarburn only a short distance further north. Several badgers have been killed on the A8 at this point where the Burn crosses the road and the proposal will increase access onto this main road. To reduce the chance of more badgers being killed here the best practice would require:

A 30cm wide 'shelf' through the Gogar Burn tunnel above normal water level and made accessible to badgers at each end.

50cm diameter badgers underpasses (i.e. concrete pipes) along the sides of the traffic tunnel to allow badgers to benefit from this safer crossing point.

Transportation

Transportation offer no objections to the application.

Scottish Executive Development Department - Transport and Planning Group

The Director does not advise against the granting of planning permission but advises that the developer contacts Amey Highways Ltd to agree on the term and conditions, under Roads Legislation that require to be agreed to enable works to be within the Trunk Road boundary to be approved.

Royal Fine Art Commission for Scotland

The Commission advised on the proposals for the World HQ for the Royal Bank of Scotland in its letter dated 19 April 2002. The current proposals, in the context of the overall scheme, would be unlikely to have a strong visual impact.

BAA

BAA confirm that they have no aerodrome safeguarding objection to this proposal, provided that a robust Landscape and Management Plan which meets the requirements of both CAA and BAA, is submitted by the applicant and approved by both parties.

They request that the application is not approved by the council until such times as a satisfactory Landscape and Management Plan has been submitted by the applicant and approved in writing by both BAA and CAA.

Lighting

The development is close to the aerodrome and the approach to the runway. Therefore attention is required to carefully design lighting proposals. This is explained in Advice Note 2, 'Lighting near Aerodromes'.

8 July 2003

Regarding the Landscaping and Habitat Management Plan, the original plan received in July 2002 was found to be largely satisfactory and the only minor comments were made regarding bird species to the CAA. The comments being routed through the CAA as they were the original consultee and therefore retained ultimate responsibility in this matter.

The two subsequent Landscape and Habitat Management Plans dated March 2003 and June 2003 are significantly inferior to the original version and have created the on going debate as to the content and drafting of the plan.

We have provided comments on the latest version to the CAA who will now respond directly to you.

For the purposes of clarity and simplification of comments we suggest that any further correspondence be directed to CAA.

Representations

The application was advertised on the 14th March 2003 and no representations were received.

Policy

The development plan consists of the Lothian Structure Plan and the Ratho Newbridge Kirkliston Local Plan. The Structure Plan states that there is a presumption against development or changes of use in the Green Belt unless necessary for the purposes of agriculture, horticulture, countryside recreation or other uses appropriate to the rural character of the area. The Local Plan allocates the site as being located within the Green Belt, Countryside Policy Area and AGLV. Relevant policies relate to:

- Green Belt
- landscape
- listed buildings
- design

Materials Considerations

Finalised Rural West Edinburgh Local Plan

The site lies within the Edinburgh Green belt. The site lies within an area allocated as ENV1 - Gogarburn Hospital - proposal. The Gogarburn SINC runs through part of the site to the east. Areas immediately to the west and east of the site are AGLV. Relevant policies relate to:

- Green Belt
- Redevelopment of Gogarburn Hospital
- AGLVs
- landscape
- Nature Conservation
- SINCs
- Listed Buildings

Relevant Policies:

LOTHIAN STRUCTURE PLAN

Policy ENV12 presumes against development in the Green Belt unless necessary for agriculture or other stated rural uses.

LOTHIAN NEWBRIDGE KIRKLISTON LOCAL PLAN

Policy RN215 states that within the Area of Great Landscape Value, retention of landscape quality will be the overriding factor in considering proposals for development.

Policy RN22 states that no development in the countryside will be permitted for purposes other than agriculture, outdoor recreation or other uses appropriate to a rural area.

Policy RN266 states that consent will not be given for the demolition of a listed building or for its alteration in a manner which would adversely affect its character.

Policy RN269 seeks to influence the design of development to secure high standards and to protect the appearance of existing buildings and their surroundings.

FINALISED RURAL WEST EDINBURGH LOCAL PLAN

Policy E14 seeks to protect and secure the restoration of "Designed Landscapes" identified on the Proposals Map.

Policy E18 protects identified sites of local nature conservation interest. Development within or affecting Sites of Interest for Nature Conservation will not be permitted unless there are appropriate mitigation measures to enhance or safeguard the nature conservation interest of the site.

Policy E33 seeks to ensure the restoration of listed buildings and retain the architectural integrity of the historic buildings and their settings.

Policy E42 encourages high standards of design for all development and its careful integration with its surroundings in terms of scale, form, siting, alignment and materials.

Policy E44 requires that alterations and extension be subservient and relate carefully to the original building. Proposals should preserve the architectural integrity of the existing building and respect its setting.

Policy E5 restricts development in Green Belt and Countryside policy areas to protect their landscape qualities, their rural character and amenity.

Non-statutory guidelines on 'ALLOTMENTS' supplement local plan policies on open space, and seek to retain allotments or, where development is considered to be beneficial, make alternative provision.

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

Non-statutory guidelines on 'PRIVATE DAY NURSERIES' supplement local plan policies on community services and provide policy guidance in areas where local plans do not contain appropriate policies; they provide guidance on when planning permission is required and set criteria for assessing proposals.

3 Conclusions and Recommendations

DETERMINING ISSUES

The determining issues are:

- Do the proposals comply with the development plan?
- Do the proposals preserve the building or its setting or any features of special architectural or historic interest? If they do not there is a presumption against the granting of planning permission. For the purposes of this issue, "preserve", in relation to a building, means preserve either in its existing state or subject only to such alterations or extensions as can be carried out without serious detriment to its character;
- 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?

To address the determining issues the Committee needs to consider:

- a) Whether the proposals have a detrimental effect on the setting of the listed buildings and are of acceptable design
- b) Whether the impacts on landscape and nature conservation are acceptable and whether there would be a detrimental effect on the trees
- c) Whether the proposals are satisfactory in terms of road safety and parking and access arrangements
- d) Public safety and aircraft safety

(a) The alterations to the main house will significantly improve the appearance of the building and will help to restore much of the character that has been eroded over the years. The new escape stairs will be lightweight in appearance and will not detract from the appearance of the building. The proposed leisure centre will be larger in width than Gogarburn House; it has been set back from the house and kept at a lower height to ensure that it will not be visible from the front of the building. In addition the indicative planting will ensure that the impact of the leisure centre on the setting of the listed building will not be compromised. In respect to the coach house and stable block, these buildings are in a very poor state of repair and in principle the bringing of these buildings back into use is supported. As with the main house many of the unsympathetic alterations carried out over the years are to be removed. The alterations and repairs that are required in terms of the new openings and formation of the glazed link between the buildings will enhance and respect the character of the buildings. The future extension to the nursery is at a low level and although will have a greater footprint than the existing stable block is positioned in such a way that the views of the stable block will not be affected.

Furthermore the extension although of a contemporary style has been carefully designed to ensure that it does not rise above the stone wall. The proposals for the walled garden will improve the appearance of the walls and ensure that the relationship between the walled garden and coachhouse/stable block is re-asserted.

(b) Although landscaping details were submitted as part of this application these were withdrawn. However indicative proposals demonstrate the landscape measures to be implemented around this part of the development, which contains the former walled garden and, importantly the listed buildings. An application for the Approval of Reserved Matters will be submitted in relation to landscaping within two weeks of reaching agreement with CAA/BAA on appropriate bird management measures for Gogarburn.

Whilst some felling of the existing woodland will be required to accommodate the leisure building to the rear of the Gogarburn House, and the extensions to the stable block the buildings will be positioned within areas of former policy parkland to minimise tree removal. Existing trees will be thinned and there will be new planting and maintenance on the trees to restore the setting of the listed buildings. The re-opening of the views from Gogarburn House will be achieved by selective felling. A Landscape and Habitat Management Plan has been submitted and included in the Section 75 Agreement as part of the Outline application to maximise the landscape and ecology value of the site. The comments received from Edinburgh and Lothian Badger Group are noted and will be included within the Landscape and Habitat Management Plan.

(c) Access and parking arrangements are satisfactory.

(d) The comments from Lothian and Borders Police regarding tree felling are noted, but many of the trees are protected by a TPO and form part of an Inventory of Ancient Woodlands, it is important that the trees are retained.

BAA has expressed concern on the landscaping proposals in respect to birdstrike. The landscaping details have been withdrawn and will be submitted as a separate reserved matters submission after agreement with BAA. The other issue that BAA have raised - floodlighting control - is covered by condition.

Conclusion

The proposals will restore the character and appearance of listed building and bring them into acceptable use. The alterations and extensions to the listed buildings will not adversely affect their setting. The proposals will not be detrimental to the landscape, nature conservation or to road, air or public safety.

It is recommended that the Committee approves this application, subject to the conditions stated.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

Contact/Tel Jennifer Zochowska on 0131 529 3793 (FAX 529 3716)

Ward affected 03 -Dalmeny/Kirkliston

Local Plan Ratho Newbridge Kirkliston Local Plan

**Statutory Development
Plan Provision** Green Belt, Country Policy Local Plan

File

Date registered 25 February 2003

**Drawing numbers/
Scheme** 1, 3-5, 10, 13-20, 27-29, 30-37

A8

Course

Future
Office
Development

