

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 Ear, Nose and Throat and Ophthalmological Pavilions
Applicant: Southside Capital Ltd.
Reference No: 02/01667/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. Details of the junctions of the glazed atrium to the original buildings shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.

5. Details of the materials and sections of the glazed link framing shall be submitted to and approved in writing by the Head of Planning & Strategy before work is commenced on site.
6. All stone repairs shall be carried out in natural stone to match existing.
7. 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.
8. All new and/or replacement windows shall be single glazed, timber sash and case,
9. 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.
10. The rooflight/s shall be of an appropriately detailed 'conservation' type, which shall be approved in writing by the Head of Planning & Strategy before work commences on site.

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 enable the Head of Planning & Strategy to consider this/these matter/s in detail.
6. In order to safeguard the character of the statutorily listed building.
7. In order to safeguard the character of the statutorily listed building.
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9. In order to safeguard the character of the statutorily listed building.

10. In order to safeguard the character of the statutorily listed building.
11. 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 comprise the two storey and attic Ear, Nose and Throat Pavilion and three storey and attic Ophthalmological Pavilion by Sydney Mitchell and Wilson, dating from 1900. The buildings are situated to the north of the Jubilee Pavilion in the centre of the RIE site within the Marchmont and Meadows Conservation Area and World Heritage Site.

The category B listed (Tollcross Ward), "Old Flemish" style Pavilions are constructed in bull-faced Hailes sandstone with ashlar dressings, slate roofs and timber framed sash and case windows, although a significant percentage of the original windows in the Ophthalmological block have been replaced with uPVC double glazed units. The gable ends are demarcated by splayed corner towers with recessed balconies in between. Utilitarian structures, dating from the earlier 20th century, link the Pavilions at ground level and there are modern concrete covered walkways around the structures.

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 Pavilions to restaurants and bars on the grounds floors with office accommodation on the upper floors, including the conversion of the attic spaces.

The proposed external alterations involve the demolition of all post-1900 accretions and construction of a glazed atrium between the buildings at ground level. Modern uPVC windows will be replaced with timber framed sash and case windows to match the original pattern and existing windows in the corner towers will be converted to semi-glazed doors to access new internal stairs. A total of twenty velux rooflights are to be installed at regular intervals in the front and rear roof pitches. The ventilation termination cowls for the restaurants will be housed within the existing ventilation towers.

Internally, the existing stairs and partitions are to be removed and replaced with open floor plans around central stairwells and lift shafts. Access and fire escape stairs will be erected in the corner towers.

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 welcomes the retention and restoration of the Pavilions, on the condition that the proposed glazed infill is designed to be tied into the buildings with no adverse damage to the historic fabric.

The AHSS requests that the glazed brick sections of wall exposed by the removal of the covered walkways should be refaced in stone to restore architectural unity. The Society also states that the large central windows on the north elevation of the Ophthalmological Pavilion should be reinstated in plate glass to match the original pattern and requests that the original fenestration pattern at ground level on this elevation is respected.

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 states that the Bryce and Sydney Mitchell and Wilson buildings are robustly constructed in a confident, grand manner and appear to be in good condition. A key objective is therefore to reassert their setting by re-establishing breathing space around the buildings through the removal of modern accretions.

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.

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 Ear, Nose and Throat and Ophthalmological Pavilions, together with the Jubilee Pavilion, form part of the axial grouping by Sydney Mitchell and Wilson that marks the end of the early development of the RIE on the western part of the site. The proposed conversion of the buildings for commercial uses will restore and reveal the original structures, which have been partially concealed under modern accretions.

The proposed enclosure of the central area between the two buildings is a significant addition. However, the glazed link will be contained behind the east and west building lines and its contemporary style and transparent design will ensure that the structure is not visually intrusive. The atrium will create a discreet link which further identifies the Pavilions as a pair whilst providing a focal space at the hub of the RIE site. The replacement of modern uPVC double glazed units with sash and case windows matching the original fenestration pattern is a significant conservation gain. There is no conclusive evidence that the large windows on the north elevation of the Ophthalmological block were in plate glass originally, hence the proposed replacement windows are astragalled to provide homogeneity to the fenestration pattern. However, the large windows on the equivalent elevation of the Ear, Nose and Throat Pavilion were non-astragalled in the original design and will be restored as such. The new rooflights will be visible from ground level, but have been aligned with the fenestration below to minimise their impact on the external appearance.

The interiors of the Pavilions are largely undistinguished due to restricted hospital budgets at the time of construction. The proposed internal alterations will therefore have no detrimental impact on historic or architectural character.

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.

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

Alan Henderson

Alan Henderson
Head of Planning and Strategy

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Ward affected Tollcross

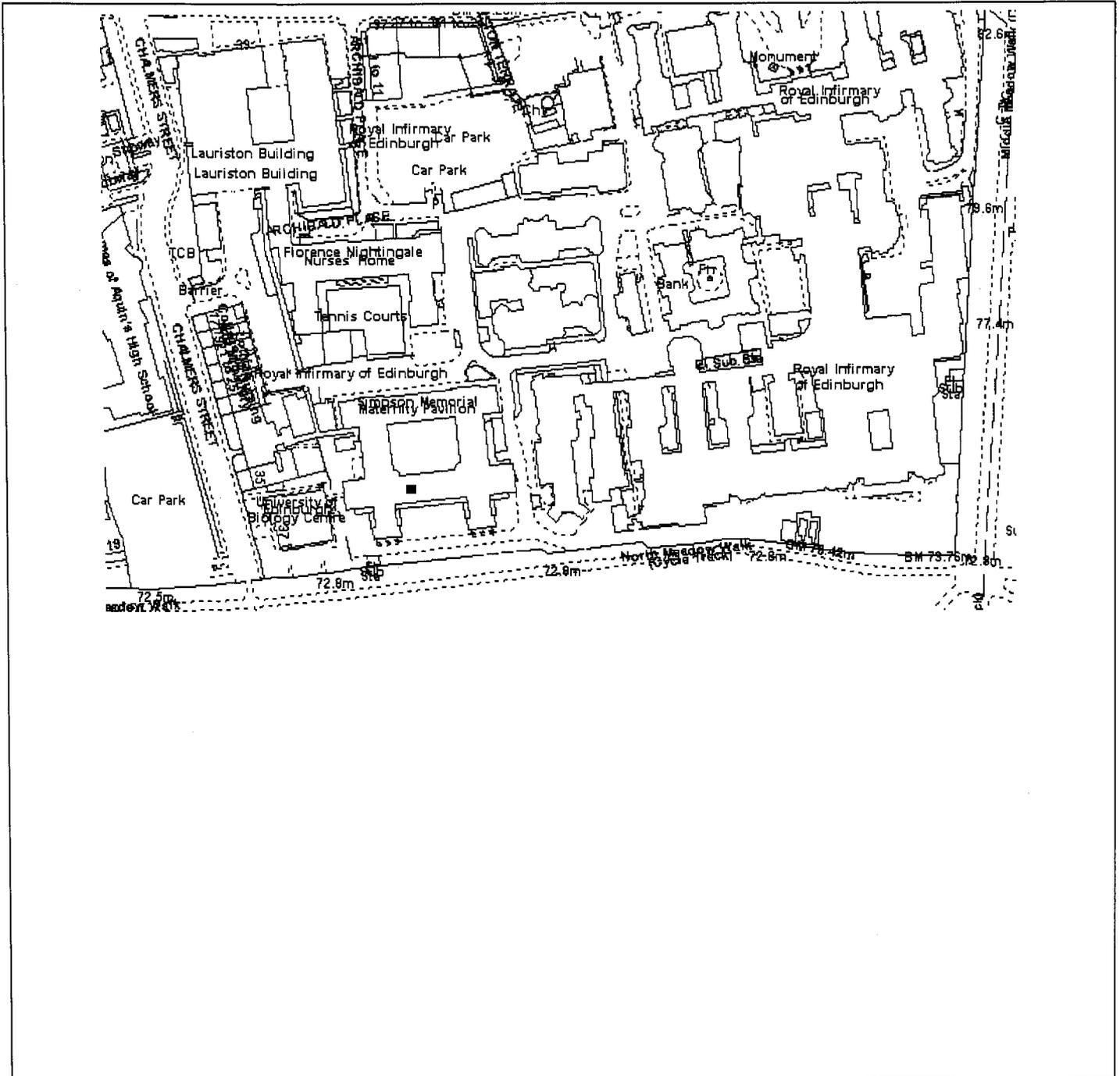
Local Plan Central Edinburgh

**Statutory Development
Plan Provision** Mixed Activities Zone

File AF

Date registered 10 May 2002

**Drawing numbers/
Scheme** 6, 133-4, 136-40 + 147
S1



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PLANNING APPLICATION

Address	Royal Infirmary		
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THE CITY OF EDINBURGH COUNCIL			
THE CITY DEVELOPMENT DEPARTMENT- PLANNING & STRATEGY			