

CITY DEVELOPMENT
PLANNING COMMITTEE

12 MARCH 1998

ROYAL EDINBURGH HOSPITAL, MORNINGSIDE : PLANNING BRIEF

Report by the Director of City Development

Contact Officers: David Willcocks, Planning (529 3533)
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Wards Affected: (46) North Morningside

1. SUMMARY

- 1.1 The Planning Committee on 15 January 1998 approved, for consultation purposes, a draft planning brief for the site of the Royal Edinburgh Hospital, Morningside.
- 1.2 This report informs the Committee about the results of the consultation exercise and encloses a revised planning brief for approval. Changes to the brief are shown in bold type.

2. RECOMMENDATIONS

- 2.1 It is recommended that the Committee approves the attached planning brief for the Royal Edinburgh Hospital, Morningside.

3. REPORT

Background

- 3.1 The Planning Committee on 15 January 1998 approved, for consultation purposes, a draft planning brief for the site of the Royal Edinburgh Hospital, Morningside. The brief was requested by the Edinburgh Healthcare NHS Trust, owners of the site. It will assist the Trust's future planning.
- 3.2 Details of the organisations, individuals and Council consultees are given in Appendix 2. The following is a summary of the representations submitted.

Summary of Representations and Responses

3.3 Edinburgh Healthcare NHS Trust

The Trust is generally supportive of the brief, including requirements to protect listed buildings and their settings, certain non-listed buildings, the important tree belts and boundary walls, and also to provide a cycle path. The one exception is the former nurses home (housing the Forensic Unit) which occupies a critical site and which the Trust will seek to redevelop for hospital purposes.

Response

The former nurses home (Forensic Unit) is not listed and although the brief draws attention to its architectural interest, it is recognised that demolition will not be subject to planning control.

Historic Scotland

Historic Scotland suggested re-wording of section 5.3 of the draft brief in relation to the possible demolition of extensions attached to the listed building, Mackinnon House.

Response

The suggested amendment is included within the brief.

Cockburn Association

The Association comments on the lack of detailed information on future hospital use and consider this site should be considered in association with the Astley Ainslie Hospital site.

It supports the retention of the main listed building and other structures which offer character, and all trees.

It finds it difficult to offer guidance on uses, given the lack of detail, but sheltered or supported housing may be suitable or open/amenity space.

Access will be critical - it objects to the creation of a through route. Development on the east of the site will need to be constrained to protect residential amenity.

Response

The Association's comments are noted, and are taken into account as far as possible in the brief. Whatever the proposals for the Astley Ainslie Site, this brief sets out the parameters for change on the Royal Edinburgh Hospital site.

SEPA(Drainage)

SEPA comments on drainage and the disposal of surface water

Response

No changes to the brief, but the detailed information from SEPA has been passed to the Trust.

Morningside Community Council

The Community Council is concerned about the effect on transport infrastructure of the establishment of the hospital on Myreside Road and a site for housing at the Morningside Road end of the site. This would worsen already poor traffic conditions on Morningside Road. Concern was also expressed regarding the possibility of a through route between Myreside Road and Morningside Road, and about the lack of bus services on Myreside Road which may prove a disadvantage for patients and staff.

Support was expressed for the establishment of a school on the site, as both local primaries are operating at over-capacity.

Morningside Association

The Association supports the proposal for a new school at Morningside.

It supports the proposal for a new hospital at the Myreside Road end of the present hospital grounds.

It does not support the development of the remainder of the site for housing, due to the possible increase in traffic which already affects the area, loss of green space, and the cumulative effect of developments in the area.

Craighouse and Plewlands Residents' Association

The Residents' Association is concerned about the short time scale available for comments, and about traffic generation at the site affecting residential amenity.

Support was expressed for the pedestrian and cycle path.

Support was also expressed for further school accommodation, but concern was expressed about the catchment areas to be served by the accommodation.

Response to : Morningside Community Council, Morningside Association and the Craighouse and Plewlands Residents' Association

Possible traffic generation at the site is considered at length within the brief. The preparation of a Transportation Impact Statement has been required as part of the brief (paragraph 6.1), and paragraph 6.4 seeks to encourage public transport use and give priority to walking and cycling. The brief has been changed to clarify that a through route will only be considered if transportation requirements deem it necessary.

Paragraph 5.2 proposes the safeguarding of part of the hospital site to meet the need for a new primary school, while options are evaluated.

Railtrack

No specific comments.

Response

No change to the brief.

Spokes

Spokes has general comments on the provision of the proposed cyclepath/footpath, cycle parking, access roads, a Green Travel/ Commuter Plan for the site and the need for a Road Traffic Reduction Strategy and Plan.

Response

Paragraphs 6.1, 6.2 and 6.3 seek to safeguard residential amenity in the area surrounding the site including the provision of a Transportation Impact Statement which may include a Green Commuter Plan and Traffic Reduction Strategy.

CEC Education

Part of the site should be reserved for a new primary school, pending evaluation of the available options.

Response

Accepted. Paragraph 5.2 has been modified to ensure that an area of the site will be safeguarded while options are evaluated.

Other changes have been made to the brief in response to general comments on traffic, landscaping and protection of the listed buildings.

Alan Henderson

Alan Henderson
Head of Planning
on behalf of Dr George McL Hazel
Director of City Development

24 February 1998

4. **IMPLICATIONS**

4.1 **Finance:** None.

4.2 **Personnel:** None.

4.3 **Equality:** None.

4.4 **Strategic Policy Objectives:** Development of this site will have a positive impact on the local economy and environment

5. **BACKGROUND PAPERS**

5.1 None.

6. **APPENDICES**

6.1 Appendix 1 - Royal Edinburgh Hospital Planning Brief.

6.2 Appendix 2 - List of Consultees.

APPENDIX 1

ROYAL EDINBURGH HOSPITAL, MORNINGSIDE

PLANNING BRIEF

1. Introduction

- 1.1 This planning brief has been prepared for the site of the Royal Edinburgh Hospital in Morningside. It has been prepared in consultation with the Edinburgh Healthcare NHS Trust, the current owners of the hospital, to assist the Trust in its future development plans.

2. Description of Site and Surroundings

- 2.1 The Royal Edinburgh Hospital occupies a site of some 20.5 hectares in extent. The hospital is **housed within** a disparate collection of buildings varying in date from 1839 to the present day. In addition, two other buildings are located in the grounds : the Scottish Ambulance Service national Headquarters building, and the University of Edinburgh's Department of Clinical Psychiatry in the Kennedy Tower. **A bowling green also lies within the complex. This is leased to a private bowling club and may be used by both members of the public and staff/patients at the hospital.**
- 2.2 There are two vehicle entrances onto an internal service road : one from Morningside **Terrace** and one from Tipperlinn Road, **both local residential streets.**
- 2.3 The site towards the west, Myreside Road end, is **undeveloped** and, as open space, is barely maintained. In 1996, planning permission in principle was granted for a residential development at this end of the site, extending to some 5.8 hectares and including a new vehicle access from Myreside Road. A condition of consent was that a car parking area should be formed, to accommodate a minimum of 28 cars and allow dropping-off and collection of pupils attending George Watson's College.
- 2.4 The hospital grounds are bounded by **high** stone walls. The surrounding area, where developed, is residential in character. The hospital's approach roads, in particular, are residential, and tend to be relatively narrow with extensive, kerbside parking restricting two-way traffic flows. These roads are not in principle suitable for increased traffic volumes. On the north boundary are the grounds of George Watson's College. On the west is Myreside Road, with further playing fields beyond. On the south boundary is the South Suburban railway line, in cutting, and, in Maxwell Street, a housing scheme nearing completion.

3. Policy Context

- 3.1 The Council's planning policies for this area are set out in the Central Edinburgh Local Plan, adopted in 1997. The Plan generally supports the further development of major institutions such as hospitals on their established sites.

- 3.2 The Plan also encourages new housing development in predominantly residential areas, as well as other, community-oriented uses compatible with residential amenity. Major commercial developments for retail, business or similar purposes would not be supported. The Plan encourages a diversity of housing provision on major sites to meet different housing needs and emphasises the importance of preserving environmental quality.
- 3.3 The area generally is identified on the Proposals Map as one of 'housing and compatible uses'. The Proposals Map also records the planning permission given for a housing development on the Myreside Road end of the hospital's grounds. A route for a public footpath/cyclepath is shown safeguarded along the southern edge of the hospital site, to be provided as the opportunities arise. The South Suburban railway line is indicated as being safeguarded for the possible reintroduction of a passenger rail service, with a possible rail halt at Morningside Road.

4. Conservation and Landscape Interest

- 4.1 The conservation interest of the site lies principally in the following buildings, all are listed Category 'B':

Mackinnon House(also known as West House). This includes the original hospital building, three storeys, on an H-plan, built from 1839 onwards. Later additions of varying quality but attached to this building are also listed by virtue of that fact. These include a two-storey range with pend access to a courtyard on its north side;

Hospital Church Centre, a small 'kit' chapel re-erected on this site in 1884, and constructed from corrugated iron and timber;

Tipperlinn Cottage, Morningside Terrace, a **one and a half** storey sandstone lodge with dormers;

a stone wall attached to Kinnear House, west of Mackinnon House.

- 4.2 Other buildings and structures of quality or interest are:

the former nurses home, a single storey building built in the 'Arts and Crafts' style;

the stone boundary walls enclosing the site;

a pair of semi-detached houses to the north of Tipperlinn Cottage;

a Victorian villa and terraced garden at the Tipperlinn Road entrance;

the kitchen and laundry building adjacent to Mackinnon House;

Kinnear House with its garden, to the west of Mackinnon House

4.3 The principal landscape features are the belts of mature trees on all boundaries, the two tree belts on a north-south alignment within the site and various individual specimen trees. The tree belts in particular create a strong landscape structure for the site. They are of considerable amenity and nature conservation value and have a wide visual impact within the locality.

5. Development Principles

5.1 In line with the policies of the Local Plan, the further development of the site in its hospital functions will be supported.

5.2 The appropriate alternative use for land surplus to hospital requirements and acceptable in principle for development is as housing. There may also be a need on the part of the Council to expand educational provision in the locality, to meet needs likely to be generated by this and other housing developments. This expansion is likely to take the form of a new primary school. Part of the hospital site, to the east of Mackinnon House has the potential to meet this need. It will be safeguarded for this purpose while the Council evaluates the available options.

5.3 Existing listed buildings should be retained. It may, however, prove possible with appropriate care and sensitivity to adapt them to suit the requirements of an alternative use, such as housing, which will secure their future. The principal listed building, Mackinnon House, has later extensions which, subject to agreement of proposed after-use of the cleared site, may be considered for demolition. However, it is expected that the core of the building, on an H-plan, and the two storey range with pend to its north will be retained and refurbished.

5.4 Open land important to the setting of the listed buildings, including the south 'court' and land to the south of Mackinnon House, should be kept free of new building.

5.5 The retention of non-listed buildings including the stone boundary walls identified in this brief as being of interest will also be encouraged.

5.6 The tree belts and other landscape features of the site should be retained and supplemented by planting to create a firm landscape framework for the new development. New buildings should be sited to ensure the long-term survival of the tree belts to be retained.

6. Access and Parking

6.1 A Transportation Impact Statement should be prepared to assist an assessment of transportation needs (public transport, traffic, parking etc). This should include details of existing and future operational needs.

- 6.2 The existing access points should be supplemented by an additional access from Myreside Road for excess vehicular traffic from the new development. This is preferable to the introduction of additional traffic and deterioration of traffic conditions in residential streets east of the hospital site. Transportation requirements may lead to the need for a through route between Morningside and Myreside Road. If detailed evaluation leads to a requirement for a through route (eg for safety), it should be designed to discourage use by extraneous traffic.
- 6.3 Development proposals will only be acceptable provided they do not lead to any worsening of traffic and parking conditions in surrounding roads, particularly residential roads to the east of the site. Prospective developers should address this issue in particular and how conditions in this area may be alleviated. The scale of development will have some bearing on this and it may require to have an upper limit. The changes to trip distribution patterns which a new access will bring about should also be considered, and the implications of these on existing transportation requirements in the surrounding area must be addressed.
- 6.4 In line with the Council's 'Moving FORWARD' transportation strategy, the prospective developers, both hospital and housing, should consider bringing forward proposals which encourage public transport use and give priority to walking and cycling, and which conversely discourage private car use, particularly for journeys to work.
- 6.5 Car parking for new housing should be provided at the Council's normal standards applicable to residential development in this location. It should be provided on merit for future hospital needs. Secure covered cycle parking provision should be made for the new hospital and for any new housing.
- 6.6 A publicly accessible, shared use pedestrian and cycle path must be provided on the south boundary to link Myreside Road on the west and Maxwell Street and Morningside Terrace on the east. This path should utilise the existing footpath and be an attractively designed and prominent feature of the redevelopment proposals, in a traffic-free environment. The path should be constructed to an adoptable standard for maintenance and should include lighting. It will form part of the network of City-wide significance and will link with existing footpaths west of Myreside Road towards Craiglockhart. Provision for it has been made in the Maxwell Street housing scheme under construction.
- 6.7 At the west, Myreside Road, end of the site, car parking for a minimum of 28 cars should be provided, to function as a dropping-off and collection point for pupils attending George Watson's College.

7. Education

- 7.1 There is no capacity in the schools serving this area to accommodate further housing development on a significant scale. This would probably require careful phasing of the development, depending on house types and sizes. The prospective housing developer will be required to address these issues, in consultation with the Council's Director of Education.

8. Deviation from the Brief

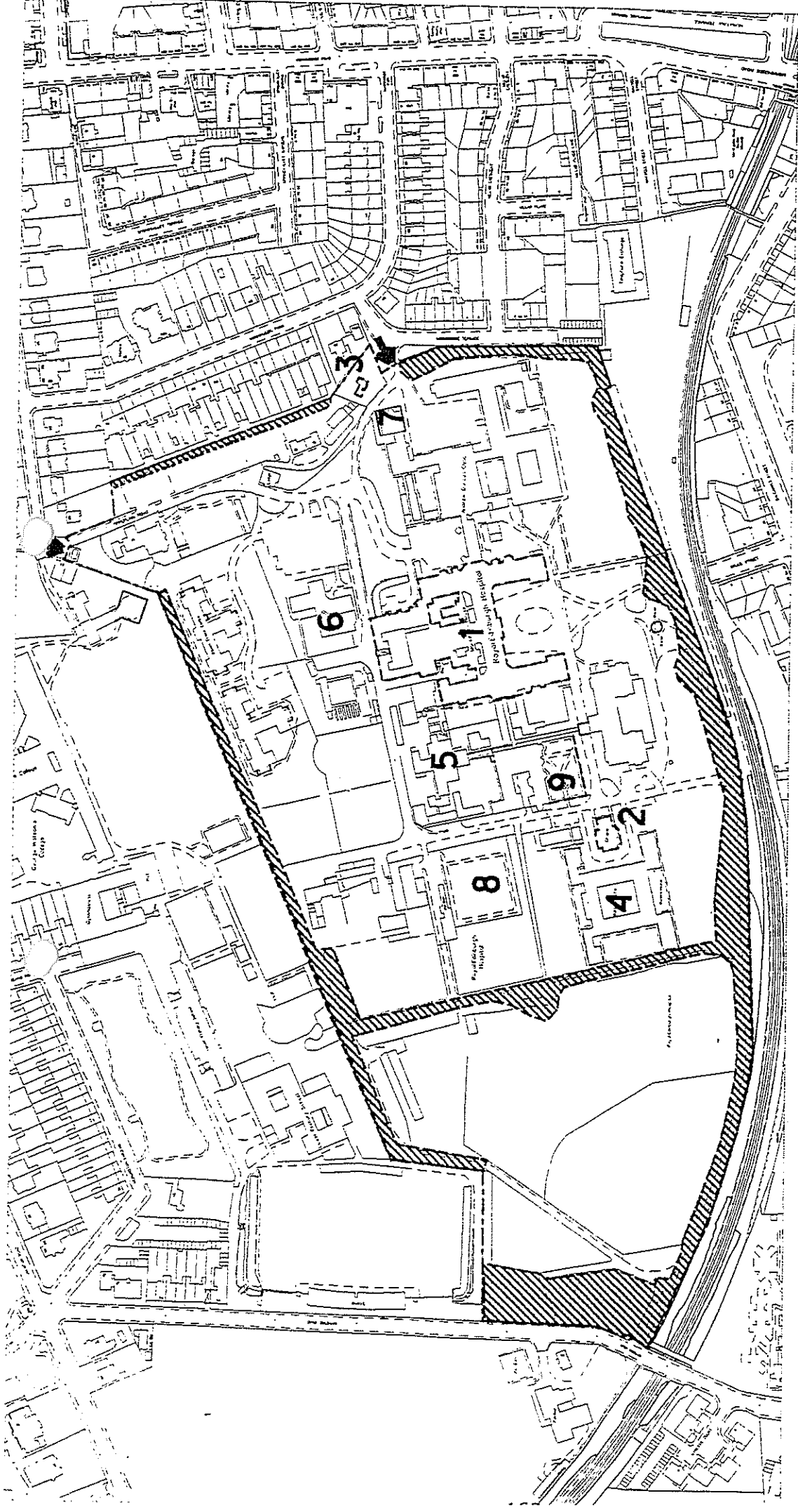
- 8.1 Development proposals for the site which deviate from the aims or detail of this Brief will be given due consideration where the deviation is clearly argued, and where it is justified in planning terms.





APPENDIX 2

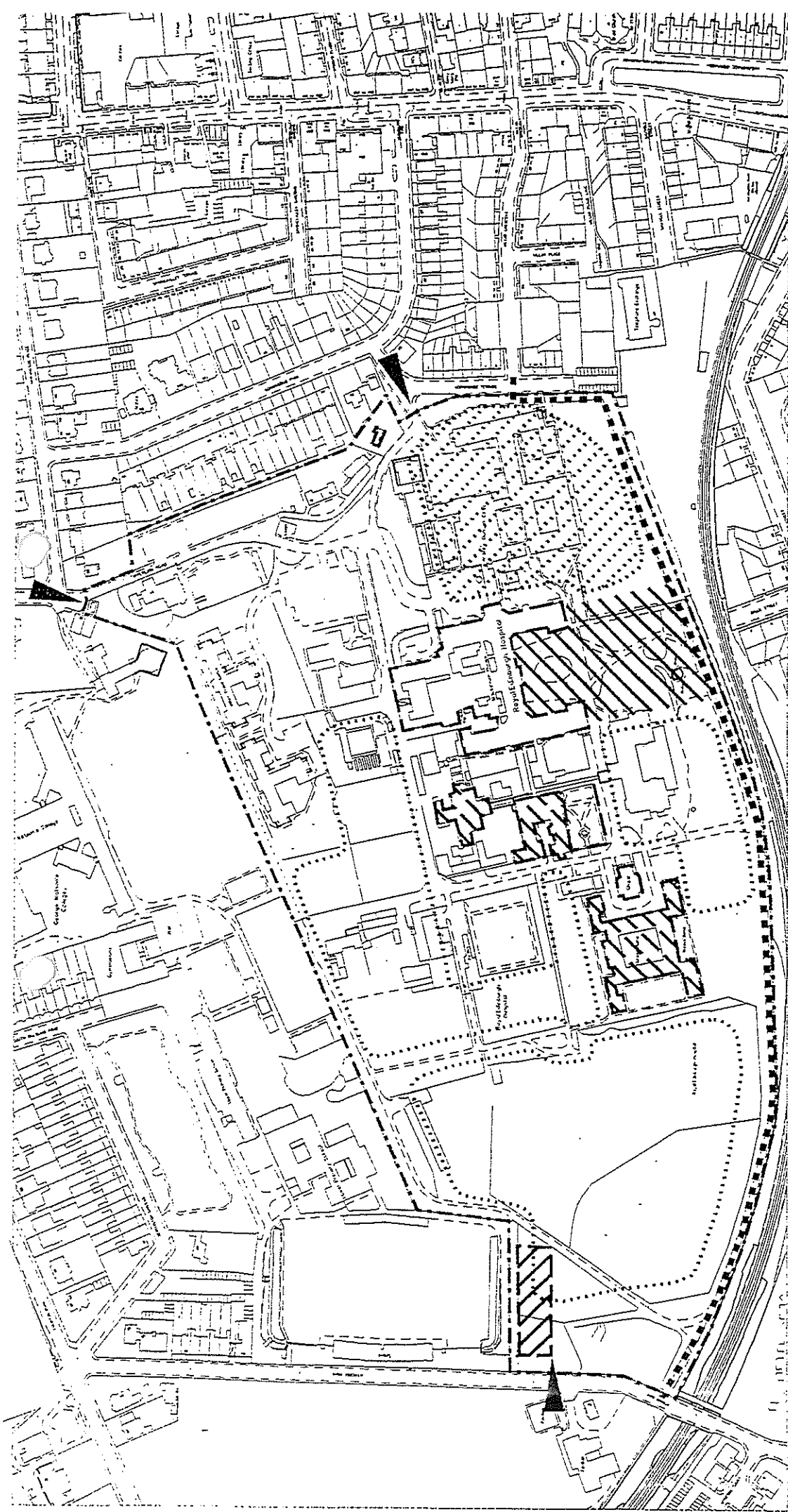
Organisations, individuals and Council consultees

Edinburgh Healthcare NHS Trust
Reiach and Hall (agent for the NHS Trust)
Historic Scotland
British Telecom
East of Scotland Water
Scottish Power
SEPA
Transco
Cockburn Association
George Watsons College
Morningside Association
Morningside Community Council
Myreside and District Amenity Association
Craighouse and Plewlands Residents' Association
Railtrack Scotland
Scottish Ambulance Service
Spokes
University of Edinburgh
CEC Environmental and Consumer Services
CEC Education

ROYAL EDINBURGH HOSPITAL Map1 Site as Existing



- | | | |
|---|-------------------------------|-------------------------------------|
|  | Listed Buildings | Significant Buildings |
|  | Main Tree Belts (approximate) | 1 - Mackinnon House (or West House) |
|  | Boundary Wall | 2 - Church Centre |
|  | Vehicular Access | 3 - Tipperlinn Cottage |
| | | 4 - Former nurses home |
| | | 5 - Kitchen & laundry |
| | | 6 - Scottish Ambulance Headquarters |
| | | 7 - Kennedy Tower |
| | | 8 - Bowling Club |
| | | 9 - Listed wall |



- Site Boundary
- - - - - Footpath/Cycle way
- [] Listed Building
- ▲ Vehicular access
- ZZZ Other Buildings of interest - retention to be encouraged
- /// Open space setting of Mackinnon House
- [] Areas for future development
- [] Potentially suitable for new school
- [] School car park (notional)