

Development Management Sub Committee

Wednesday 31 July 2019

**Application for Listed Building Consent 19/01069/LBC
At Royal Botanic Garden, 20A Inverleith Row, Edinburgh
Alterations and restoration works to the Victorian Palm
houses, the 1967 glasshouses, and relocation of the
Linnaeus Monument. Works will also include the temporary
removal of gates and railings at Inverleith Place to facilitate
the proposed construction access. (as amended)**

Item number

Report number

Wards

B05 - Inverleith

Summary

The proposals have special regard to the desirability of preserving the building and its setting and do not adversely affect any features of special architectural and historic interest. The proposals preserve the character and appearance of the conservation area.

Links

[Policies and guidance for this application](#)

LDPP, LEN04, LEN06, NSG, NSLBCA, HES, HESACC, HESBND, HESEXW, HESINT,

Report

Application for Listed Building Consent 19/01069/LBC At Royal Botanic Garden, 20A Inverleith Row, Edinburgh Alterations and restoration works to the Victorian Palm houses, the 1967 glasshouses, and relocation of the Linnaeus Monument. Works will also include the temporary removal of gates and railings at Inverleith Place to facilitate the proposed construction access. (as amended)

Recommendations

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

Background

2.1 Site description

The application site relates to the Royal Botanic Garden Edinburgh (RBGE) which is a publicly accessible botanical gardens. It is bordered by Arboretum Road to the west, Inverleith Terrace to the south, Inverleith Place and Inverleith Place lane to the north and the rear gardens of residential properties on Inverleith Row to the east. Inverleith Park is to the west of the gardens on the other side of Arboretum Road and, apart from that, the surrounding area is characterised by large residential properties.

The proposed works relate to the listed glasshouses that occupy the north-east corner of the gardens. They include the Victorian palm houses to the north which are two adjoining tall glass houses composed of the octagonal palm house built in 1834 (also known as the Palm Stove) and a later rectangular addition to the west dating from 1859-60. This was A listed on 14 December 1970 (ref. 27914).

These are linked to the south by two ranges of modernist glasshouses, one running north-south (the Orchid House) and the other east-west (the Front Range). These are characterised by an external structure of steel cables suspended from a tetrahedral lattice framework, with a glazing system within this. These buildings are also A listed (listed on 4 June 2003, ref. 49216).

To the east of the listed glass houses are administrative buildings for the RBGE and the Herbarium. To the north are research glasshouses and other support facilities.

The Linnaeus Monument, a memorial to Sir Charles Linnaeus, and currently situated to the north of the east-west 1960s range, is an urn designed by Robert Adam in 1778. It was A listed on 14 December 1970 (ref. 27916).

The gardens are bordered by C listed boundary walls with cast iron railings and wrought iron gates (listed on 04 June 2003, ref. 49217). However, the listing description makes it clear this refers to the walls and railings in Arboretum Place, Inverleith Terrace, part of Inverleith Place and the back of Inverleith Row. The wall to Inverleith Place lane is not included in the listing.

This application site is located within the Inverleith Conservation Area.

2.2 Site History

There is an extensive planning history with respect to the rest of the RBGE site but with respect to the glasshouses only the following is relevant:

1 November 2012 - Proposal of Application Notice (PAN) approved for the redevelopment and refurbishment of the north-east corner of the RBGE to maintain Scotland's world class status in plant conservation and science including: Redevelopment of the existing back-of-house glass houses and building to create improved research, education and support facilities. Refurbishment of the existing listed public glasshouses and other listed buildings (application reference no. 12/03736/PAN).

4 March 2019 - Concurrent planning and conservation area applications to this application are lodged (application reference nos. 19/01068/FUL and 19/01070/CON).

Main report

3.1 Description Of The Proposal

This application proposes alterations and refurbishment of both the Victorian and 1960's glasshouses and the relocation of the Linnaeus Monument to a site within the gardens to the west of the glasshouses. There will be a new connection from the South Range of the 1960's glasshouses to the New Glasshouse proposed to its south that is the subject of the planning application (19/01068/FUL).

It is also for the temporary removal of part of the C listed gates and walls on Inverleith Place in order to facilitate the creation of a construction access road.

Specific proposals with respect to the listed glasshouses are as follows:

Octagonal Victorian glasshouse:

- Non-original glazing to be removed and to be replaced by double glazed Crittall glazing system.
- Removal of the existing link between the octagonal glass house and the Orchid House to be replaced by a new link.

1960s glasshouses:

- Replacement of the original single glazing with a new double-glazed system.
- Connections from the Front Range at the basement level to the New Glasshouse.

- A new external entrance door on the south elevation of the Front Range and bridge access to the New Glasshouse.
- New external doors on the north elevation of the Front Range and the west elevation of the Orchid House.
- The replacement of existing doors on the north elevation with glazing.
- Removal of the existing links between Orchid House and Front Range.
- Removal of the elevated concrete walkway in the Front Range to be replaced with a steel structure.
- Refurbishment of the fish ponds.
- Extension of basement accommodation of the Front Range by excavation.

Scheme 1

The proposals as submitted proposed a glazed link between the New Glasshouse and the Front Range at first floor level and also a different glazing system for the octagonal glasshouse.

As part of this application the following documents have been submitted which are available to view on Planning and Building Standard's Online Services:

- Design and Access Statement; and
- Planning Supporting Statement.

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 proposals will have an adverse impact on the character of the listed buildings;
- b) the proposals will preserve or enhance the character of the conservation area; and

c) any comments raised have been addressed.

a) The Impact on the Listed Buildings

HES's guidance on Managing Change - Accessibility, Boundaries, External Walls and Interiors set out the principles that apply and how it should inform planning policies.

Policy Env 4 in the Edinburgh Local Development Plan (LDP) states that proposals to alter a listed building will be permitted where those alterations are justified; will not result in unnecessary damage to historic structures or result in a diminution of the buildings interest; and any additions would be in keeping with other parts of the building.

The proposed works to the listed glasshouses are part of a larger plan to conserve and enhance the public glasshouses, to redevelop the research and education facilities behind them and to expand the collection with a new public glasshouse. As part of the refurbishment of the existing structures, the RBGE seeks to enhance the visitor experience to the public glasshouses and to improve the visitor journey through the glasshouses, adding to it the New Glasshouse.

1960's Glasshouses

The amended scheme proposes a minimal intervention connecting the New Glasshouse with the Front Range. A main point of entry for the public route through the glasshouses will be built at the basement level connecting the two buildings. The basement of the Front Range is a concrete podium upon which the glasshouse with its external structure sits. Although integral to the overall design, the main interest of the listed structure is above with the glazing and the structure. The proposed link from the New Glasshouse to the Front Range at this level does not significantly adversely impact the special interest of the building.

Access from the New Glasshouse to the first floor level of the Front Range is arrived at by a ramp and a new glazed door that is in the same sloped plane of the glazing of the Front Range. No changes will be made to the structure, and when closed, the door will be almost invisible. This door system will be used at other entrance points on the building. Some existing access points will be infilled with glazing to match adjacent panels. The proposed door system is well designed and unobtrusive. It will have a minimal impact on the character of the listed glasshouses.

Internally, the 1960s glasshouses will be remodelled. Currently there is an elevated concrete walkway at first floor level in part of the Front Range, allowing the space to be a two-storey high space. The placement and solidity of the walkway inhibits light and limits growing area for the plants. It is proposed to replace this structure with a lightweight steel structure with a grate for a floor that will allow considerably more light to reach the plants below. The sculptural element that is the current walkway is part of the original design concept and contributes to the experience of the interior of the glasshouses. However, it is accepted that it limits what can be grown in this section and, as a lightweight structure, the replacement is acceptable. The route through the glasshouses will be rationalised to be wheelchair accessible and to comply with safety standards by introducing the appropriately high guards where required. At basement level, the public accommodation will be extended by excavation. These internal alterations will not adversely impact the special interest of the listed building

The building is currently single glazed and the glazing system is failing. The glass needs to be replaced to accommodate safety glass. The RBGE are taking this opportunity to improve the thermal efficiency of the glass houses by adapting the glazing system to incorporate double glazing. Details of this change have been submitted and the alterations will not materially impact the appearance or character of the building.

Victorian Glasshouses

The octagonal glasshouse or 'Palm Stove' has a modern glazing system in the vertical glazing, although the glazing in the roof is in its original format. A more sympathetic system is sought and it is proposed to replace this modern glazing with a Crittall glazing system that incorporates double glazing. This will retain the general character of the original glazing with a system that increases thermal performance.

A new link will be formed between the 1960s Orchid House and the octagonal glasshouse to replace an existing one that has a crude relationship with the Victorian structure. The new link will be a contemporary structure. Its relationship with both the Victorian glasshouse and the 1960s glasshouse will be improved and the new link will not detract from the original listed structures.

Other Elements

The Linnaeus Monument which is currently to the north of the South Grange will be relocated to another location within the Gardens between Inverleith House and Botanic Cottage. The monument will be in a more public location here and better accessed by the public. The applicant has submitted a method statement for its dismantling and relocation which is satisfactory. In order to create a construction access road, a portion of the boundary wall and railings to Inverleith Place will need to be temporarily removed, to be reinstated when the need for access ceases. A condition is added to ensure that this will be done.

Overall, the alterations that are part of this refurbishment will allow the RBGE to maintain the high standard of the collection in buildings that are fit for purpose. The alterations are sensitive to the listed buildings and will preserve their special character.

b) The Impact on the Character and Appearance of the Conservation Area

The Inverleith Conservation Area Character Appraisal notes that "The conservation area is characterised by playing fields, a public park and the Royal Botanic Garden".

Planning Advice Note 71 on Conservation Area Management recognises conservation areas need to adapt and develop in response to the modern-day needs and aspirations of living and working communities.

Policy Env 6 relates to new development within a conservation area.

With respect to the works to the listed buildings which are the subject of this LBC application, the impact on the conservation area will be minimal. The most obvious impact will be the introduction of a new link between the Orchid House and the octagonal Victorian glasshouse. This will use contemporary materials within the existing language of the glasshouses and will preserve the character and appearance of the conservation area.

c) Public Comments

Material objections

Impact on Listed Structures - The comments with respect to the link structures are addressed in section 3.3.a and b) Comments with respect to the loss of part of the boundary wall on Inverleith Place Lane are not relevant as there is no listed boundary wall in this location.

Conclusion

In conclusion, the proposals preserve the special character of the listed buildings and preserve the character and appearance of the conservation area.

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

3.4 Conditions/reasons/informatives

Conditions:-

1. A detailed specification, including trade names where appropriate, of all the proposed external materials shall be submitted to and approved in writing by the Planning Authority before work is commenced on site; Note: samples of the materials may be required.
2. Details of the dismantling, storage and reinstatement of the boundary wall and railings on Inverleith Place shall be submitted to and approved in writing by the Planning Authority before work is commenced on site.
3. The section of the boundary wall and railings on Inverleith Place shall be reinstated within 10 years of the date of this consent, or 3 months of the completion of the development, whichever is less.

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. Due to the temporary nature of the proposed development.

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.

Financial impact

4.1 The financial impact has been assessed as follows:

There are no financial implications to the Council.

Risk, Policy, compliance and governance impact

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

Equalities impact

6.1 The equalities impact has been assessed as follows:

The works to the listed buildings will enhance accessibility. The proposals will have a positive impact on equalities and a neutral impact on human rights.

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

This application is not subject to the sustainability requirements of the Edinburgh Design Guidance.

Consultation and engagement

8.1 Pre-Application Process

Pre-application discussions took place on this application.

8.2 Publicity summary of representations and Community Council comments

The application was advertised on 18 March 2019. In all there have been four letters of representation. Two sets of neighbours have objected as have the Stockbridge and Inverleith Community Council, and the Inverleith Society.

A full assessment of the representations can be found in the main report in the Assessment section.

Background reading/external references

- 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 located within the Inverleith Conservation Area, Open Space, A Special Landscape Area, A Local Nature Conservation Site and a Historic Garden Designed Landscape within the Urban Area as defined by the Local Development Plan.

Date registered

4 March 2019

Drawing numbers/Scheme

1-12, 13a, 14, 15a-22a, 23-32, 33a-37a, 38-39, 40a, 41-47,,
48a - 62a, 63b, 64a-65a, 66, 67a-78a, 79-107,

Scheme 2

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Links - Policies

Relevant Policies:

Relevant policies of the Local Development Plan.

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 'LISTED BUILDINGS AND CONSERVATION AREAS' provides guidance on repairing, altering or extending listed buildings and unlisted buildings in conservation areas.

Relevant Government Guidance on Historic Environment.

Managing Change in the Historic Environment: Accessibility sets out Government guidance on the principles that apply to improving physical access to listed buildings.

Managing Change in the Historic Environment: Boundaries sets out Government guidance on the principles that apply to altering boundary treatments of listed buildings.

Managing Change in the Historic Environment: External Walls sets out Government guidance on the principles that apply to altering the external walls of listed buildings.

Managing Change in the Historic Environment: Interiors sets out Government guidance on the principles that apply to alterations to the interiors of listed buildings.

Appendix 1

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Consultations

Historic Environment Scotland

First response dated 16 April 2019

The proposed development would directly impact on the following listed building:

Large Palm House, category A listed. Octagonal old palm stove, built in 1834, modified by Robert Matheson in 1859-60 to reflect the design of the adjacent new palm house (1856-58). The new palm house, a Roman Doric style rectangle, incorporating iron arcades that support the structure's two superimposed convex roofs.

1967 Greenhouse, category A listed. Designed by George A.H. Pearce and John Johnson of the Department of the Environment. A long mansard profile glasshouse on a concrete base with an unattached wing to the north connecting to the palm house. The structure is suspended on steel cables from an external tetrahedral lattice tubular framework. The seven interconnecting houses provide a range of distinct climatic regimes and landscaped habitats.

Memorial to Sir Charles Linnaeus, category A listed. By Robert Adam, 1778 an urn on a decorated base with an oval marble panel, located to the north of the 1967 greenhouse's south range.

Comments on specific proposals

Large Palm House: Proposed alteration to internal paving and planting, re-glazing of the old palm stove and alterations to entrance doorways.

We understand that the internal elements were inserted in the 2000s and are not part of the original layout. We note the proposed replacement of the Old Palm Stove's existing, unsympathetic modern glazing, this would provide an opportunity to enhance the character and appearance of this part of the large palm house. The detailed design of replacement glazing, including the pattern, scale and proportions of the glazing bars must respond to and protect the old palm stove's distinctive character and appearance. Detailed proposals for replacement glazing, glazing bars, frame fixing method and new external doorway (on east elevation) would be required to enable us to provide detailed comment.

1967 Glasshouses: Proposed removal of internal built elements, including a pond with bridge, high level walkway bridge, insertion of new external doorway on west elevation of north range, new 2-storey structure to east end of the front range linking into the proposed new glasshouse.

We note the requirement to replace the new glasshouses' original glazing system and are content that the proposed re-glazing details provided would have minimal impact on the structure's character and appearance.

The uninterrupted rhythm of the lattice tubular framework is a defining characteristic of the 1967 front-range glasshouse's long, south elevation, external access being restricted to basement level. To protect the character and appearance of structure's south elevation, further consideration should be given to the location and form of the proposed link between the 1967 glasshouse and the proposed new glasshouse. This could, for example be achieved by restricting the physical connection into the 1967 glasshouse to basement level, enabling the retention of the prominence of the bold, unaltered linear form of the glazing envelope and its support structure. Alternatively, the upper level connection into the 1967 glasshouse should be repositioned from the south elevation to the less prominent east, gable elevation.

The sculptural form of the mass concrete walkway bridge that spans the front range's double-height central glasshouse contributes to the glasshouse's character. We would ask that further consideration be given to its retention.

As outlined above, the uninterrupted rhythm of the lattice tubular framework is a defining characteristic of the 1967 Glasshouses. Inserting a new doorway into the west elevation of the north range would disrupt this rhythm and detract from this part of the building's character and appearance. The proposed new external doorway to the north range should be relocated from the west elevation to the southern, less prominent gable elevation.

Memorial to Sir Charles Linnaeus

The proposals include the removal of the category A listed memorial from its current location. There is no information regarding a new location for siting the memorial. We would not object to the principle of relocating this important 18th century monument to a more prominent location within the Gardens. We do not, however, support the proposed removal of the listed memorial without agreed, detailed proposals for its careful down-taking, safe storage and for its re-erection in an agreed location.

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. However, 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 listed building/conservation area consent, 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 at www.historicenvironment.scot/advice-and-support/planning-and-guidance/legislation-and-guidance/managing-change-in-the-historic-environment-guidance-notes/. Technical advice is available through our Technical Conservation website at www.engineshed.org.

Second response dated 02 July 2019

Our Advice

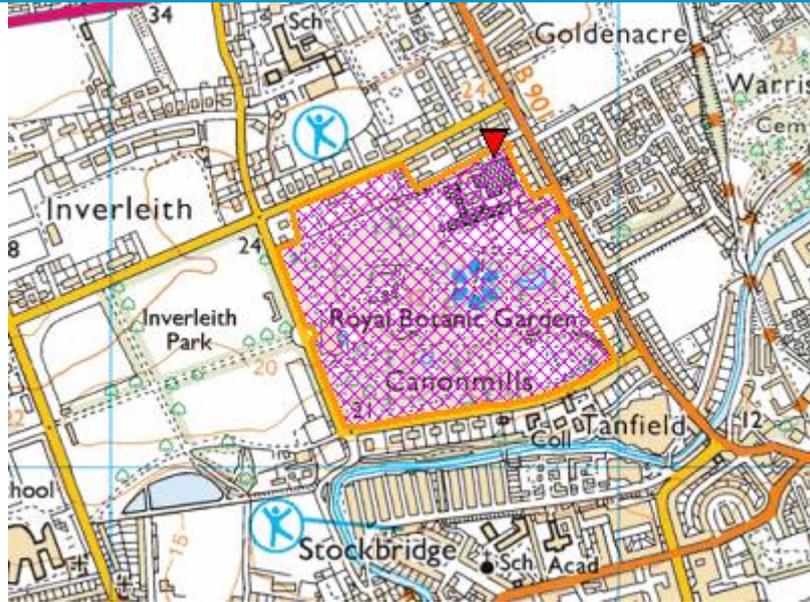
We have considered the information received and do not have any comments to make on the proposals. Our decision not to provide comments should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on listed building/conservation area consent, 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 at www.historicenvironment.scot/advice-and-support/planning-and-guidance/legislation-and-guidance/managing-change-in-the-historic-environment-guidance-notes/. Technical advice is available through our Technical Conservation website at www.engineshed.org.

Location Plan



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