

Development Management Sub-Committee Report

Wednesday 18 September 2024

**Application for Listed Building Consent
Caledonian Hotel, Waldorf Astoria - The Caledonian, 4 Lothian Road.**

Proposal: Extension to provide additional guest accommodation, alterations to host building and other associated works.

**Item – Committee Decision
Application Number – 24/02220/LBC
Ward – B11 - City Centre**

Reasons for Referral to Committee

This application is a parallel listed building application relating to planning application 24/02219/FUL which requires to be considered by the Development Management Sub-Committee because it requires a developer contribution of over £250,000 and, as such, cannot be a delegated decision under the Council's Scheme of Delegation. In the public interest and to enable a holistic approach to considering the proposed development, this Listed Building application will also be considered by the Development Management Sub Committee.

Recommendation

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

Summary

The proposal is acceptable with regard to Section 14 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 in terms of preserving the special historic and architectural interest of the listed building and its setting. The character and appearance of the conservation area will be preserved.

SECTION A – Application Background

Site Description

The application site is the Caledonian Hotel located on the western side of Lothian Road at its junction with Rutland Street near Princes Street. It is a polished red sandstone building on frontage elevations and on the gable with red brick on rear elevations and is of mainly five storeys plus basement and attic levels with a slate roof.

An extension was added in the 1970s and a spa added being completed around 2012.

The main guest entrance is on Rutland Street, just off Lothian Road, with a secondary entrance from the car park. There is an existing vehicular entrance, to the car park accessed from Rutland Street.

The application site is in the City Centre at the west end of Princes Street. It is situated on a main thoroughfare and near to other main thoroughfares (Princes Street, Shandwick Place and Queensferry Street) and is on key bus routes and near to railway stations and tram stops.

The hotel is a Category A listed Building (ref: LB29524; date of listing 20/02/1985) and the listing includes piers, railings and former screen entrance to the [Princes Street] station. The listing details the architectural style and features: a Flemish Renaissance style with Francois Ier dormers, five storey (including mezzanine) with three attic storeys arranged as tiered triangular curvilinear pediment with terminating obelisks at each level and finalised round-arched pediment, set in front of balustraded pavilion roof to the north (entrance) elevation; 5-storey with basement and 2 attic storeys to the east (Lothian Road) elevation; 5-storey with 2 attic storeys to the north west (Rutland Street) elevation. The former entrance to the Caledonian [Princes Street] Station is incorporated into the hotel with the upper floors added later. The hotel was a V plan, and an extension added in the 1970s changed its footprint layout to an A plan.

Adjacent listed buildings include: 1 Rutland Place and 3 Rutland Street, Rutland Hotel and Bar including railings and lamp standard (Category A; ref: LB29685; date of listing 14/12/1970); 11-25 (odd numbers) Rutland Street, including railings and lamp standards (Category B; ref: LB29693; date of listing 14/12/1970); 22-26 (even numbers) Rutland Street including railings and lamp standards (Category B; ref: LB29694; date of listing 14/12/1970); St Cuthbert's Churchyard, Watch Tower, on King's Stables Road and Lothian Road (Category B; ref LB27346; date of listing 14/12/1970); St Cuthbert's Church (Church of Scotland) churchyard and monuments, boundary walls, gate piers and railings (Category A; ref: LB27339; date of listing 14/12/1970); St. John's Church (Episcopal), hall, churchyard, boundary walls, steps, railings, gate piers, vault and monuments (Category A; ref: LB27401; date of listing 14/12/1970); and tenement at 1 and 2 Castle Terrace and 11-17 (odd numbers) Lothian Road, including boundary wall and railings (Category B; ref: LB28480; date of listing:14/12/1970).

A range of architectural styles and periods is found in the surrounding area, including modern, although there is a predominance of Georgian and Victorian styles. There is a mix of uses in the surrounding area including other hotels, shops, churches/places of worship, offices, residential and parks (Princes Street Gardens).

The application site spans two conservation areas: West End and New Town. It is adjacent to the boundaries of the Old and New Towns of Edinburgh World Heritage Site.

Description of the Proposal

The proposal is for an extension to provide additional guest accommodation, alterations to the existing building and other associated works.

Proposed Extension

The proposed rear extension will be located in the existing car park and will sit between the adjacent office block to the south and the existing 1970 hotel extension to the north. It will link to the existing hotel building at entresol level (i.e. a low floor between two higher floors, the lower one usually being a ground floor; mezzanine) at the junction with the existing 1970s extension. The rooms in the proposed extension will be accessed from a separate circulation core linked to the existing hotel. and there will be a lift, main stair and escape stair.

The proposed extension will be eight storeys high with a flat roof and will sit just below the eaves line of the original hotel building. The upper levels will have clusters of windows and louvres together. Photovoltaic panels will be installed on the roof. There will also be a plant area on the roof and also in the basement.

Materials will be red sandstone on the principal elevation, stone effect panels on the rear elevation, aluminium panels on the ground floor elevations and zinc cladding on the top two floors' elevations. Windows will be aluminium framed with adjacent parallel louvres.

A new landscape courtyard will be created to the rear of the proposed extension between it and the existing spa and hotel. Two seating areas are proposed, an upper decked terrace and a lower setted terrace, set within an area of shrub planting and there will be raised planters and hedging. Trees, shrubs, and planters are also proposed in the car park. The ramp accessing the spa will be reconfigured and incorporated into the new landscaped courtyard.

Each of the 96 bedrooms proposed in the extension will have en-suite facilities. There will be a central corridor on each floor with the rooms off and the lifts and stairwell located at the end nearest to the existing hotel and escape stairs to the further end.

Pedestrian and vehicle access to the site will be the same as existing and a new service delivery area will be contained within a new delivery bay under the extension. A new dedicated bin store, car and cycle parking areas will be provided at ground level.

It is also proposed to reduce the number of parking spaces from 45 to 30 and introduce permeable surfaced parking spaces. Sheffield stands will provide cycle parking for 10 bicycles in a cycle store within the ground floor.

Proposed alterations to existing building

At entresol level a window and part of a wall will be removed to enable an opening to link the existing hotel to the proposed extension. The existing basement level is to be removed and a wall and the ramp into the spa will be removed at ground level.

Supporting Information

- Architectural Visualisation Report (AVR)
- Design and Access Statement
- Heritage Statement
- Planning Statement

These are available to view on the Planning and Building Standards Online Services.

Relevant Site History

08/00260/LBC

4 Lothian Road

Edinburgh

EH1 2EP

Proposed bedroom extension, new covered loading bay and extension and alterations to hotel spa

Granted

6 June 2008

08/00260/FUL

4 Lothian Road

Edinburgh

EH1 2EP

Proposed bedroom extension, new covered loading bay and extension and alterations to hotel spa

Granted

22 December 2008

24/02219/FUL

Caledonian Hotel

Waldorf Astoria - The Caledonian

4 Lothian Road

Edinburgh

EH1 2AB

Extension to provide additional guest accommodation, alterations to host building and other associated works.

Other Relevant Site History

07/05182/FUL

4 Lothian Road

Edinburgh

EH1 2EP

Proposed infill of internal courtyard, extension and re - facing of existing bedroom extension

Granted

3 March 2008

07/05182/LBC
4 Lothian Road
Edinburgh
EH1 2EP

Proposed infill of internal courtyard, extension and re - facing of existing bedroom extension and internal alterations to ground and entresol floors

Granted
18 March 2008

07/05182/VARY
4 Lothian Road
Edinburgh
EH1 2EP

Variation to delete the extension and re-face of the 1960's bedrooms

VARIED
11 December 2008

07/05182/VAR2
Caledonian Hotel
4 Lothian Road
Edinburgh
EH1 2AB

To amend courtyard extension.

VARIED
19 May 2011

11/00153/LBC
Caledonian Hotel
4 Lothian Road
Edinburgh
EH1 2AB

To infill the internal courtyard and the ground floor are under the existing bedroom extension and make internal alterations to ground and entresol floors.

Consent ref, 07/05812/LBC
Granted
1 April 2011

11/02426/LBC
Caledonian Hotel
4 Lothian Road
Edinburgh
EH1 2AB

Reduce overall extension length and revised internal layout to the hotel spa. Also for the construction of a new external ramp and stepped access to the spa.

Granted
7 December 2011

24/03385/LBC
Caledonian Hotel
Waldorf Astoria - The Caledonian
4 Lothian Road
Edinburgh
EH1 2AB

Proposed internal alterations to create 2 No. enlarged guest room suites from 4 No. existing guest rooms, located on the third and fourth floor levels of the Lothian wing of the hotel.

Pre-Application process

Pre-application discussions took place on this application.

Consultation Engagement

Archaeology

HES

Refer to Appendix 1 for a summary of the consultation response.

Publicity and Public Engagement

Date of Neighbour Notification: Not Applicable

Date of Renotification of Neighbour Notification: Not Applicable

Press Publication Date(s): 17 May 2024

Site Notices Date(s): 14 May 2024

Number of Contributors: 2

Section B - Assessment

Determining Issues

Due to the proposals relating to a listed building(s) within a conservation area, this application for listed building consent requires to be assessed against Sections 14 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (the "1997 Heritage Act"):

- Having due regard to HES Policy and guidance, do the proposals:
 - a. harm a listed building or its setting? or
 - b. conflict with the objective of preserving or enhancing the character or appearance of the conservation area?

- If the proposals do comply with HES Policy and guidance, are there any compelling reasons (including but not limited to the public sector equality duty) for not approving them?

- If the proposals do not comply with HES Policy and guidance, are there any compelling reasons (including but not limited to the public sector equality duty) for approving them?

Assessment

To address these determining issues, it needs to be considered whether:

a) The proposals harm the listed building or its setting?

The following HES guidance is relevant in the determination of this application:

- Managing Change in the Historic Environment: Guidance on the Principles of Listed Buildings Consent
- Managing Change in the Historic Environment: Extensions
- Managing Change in the Historic Environment: Accessibility
- Managing Change in the Historic Environment: Setting
- Managing Change in the Historic Environment: Interiors

Listed Building

The Special Interest of the category A listed Caledonian Hotel is that it was originally built as the Princes Street Station for the Caledonian Railway. The pedimented screen of the station was incorporated to create a large hotel. The station closed in 1965, although elements were retained, including the station entrance, the double segmental-arched screen to the south-west of Rutland Street elevation and ground floor interior features.

As the original building, of a station and then a hotel, was located in a busy central part of the city, it was an important destination and of cultural importance. The addition of an extension will not detract from the building being a destination or from its cultural importance. Therefore, its special interest will be retained.

Alterations proposed to the listed building relate to opening up an existing window and removal of part of the adjacent wall to enable the proposed extension to be attached to the existing listed building and provide access from the existing building to the new extension. Only a relatively small area of original wall area will be covered up by the proposed extension. The proposed extension will be on a secondary elevation, next to the 1970s extension, and will be of high quality, with modern materials and a modern design which will contrast with the listed building. The proposed internal alterations will be to the rear, i.e. on a secondary elevation, and will involve the minimum intervention, to link the extension to the existing listed building. As such, the special architectural and historic interest of the listed building will be retained. The proposal is in line with the advice in Managing Change in the Historic Environment: Extensions.

The loss of a window and some wall on each floor to enable the openings to form the linkage will not result in a significant impact on the interior of the listed building nor diminish the importance of its special features or interest. Therefore, the proposal is in line with Managing Change in the Historic Environment: Interiors.

Listed building consent was previously given for an extension of similar size and modern design (ref: 08/00260/LBC). Works have been started as the spa element has been constructed. A modern extension to the listed building is, therefore, considered as being acceptable.

The proposed scale and design is comparable with the previous scheme and does not raise any new issues regarding the impact on the architectural and historic interest of the listed building.

Level access into the building, including a ramp, will be provided and once inside the building there are existing lifts. The proposed extension will have its own lifts (two) to provide access for those with mobility impairments to the proposed bedrooms and accessible bedrooms. Therefore, the proposal takes cognisance of Managing Change in the Historic Environment: Accessibility.

Given the groundbreaking works to construct the development, the City Archaeologist has recommended a condition requiring a programme of archaeological works.

Setting of listed buildings

Managing Change in the Historic Environment: Setting advises that setting can be important to the way in which historic structures or places are understood, appreciated and experienced and that it can often be integral to a historic asset's cultural significance.

There will be no change to the setting of the listed building in terms of its frontages and presence on adjacent main public streets. The proposed extension will not be seen from the listed building's main entrance.

The original setting of the rear of the hotel has been changed due to the car park, the 1970's extension and the addition of the spa. Using an area of the car park for the proposed extension will not adversely affect the setting of the hotel building. The proposed new modern style extension will sit comfortably within the car park and next to the 1970s extension and the modern adjacent office building. In this context, the proposal will not detract from the setting of the listed building.

With the positioning of the extension at nearly the bottom of the car park and almost furthest away from the public street (Rutland Street), adjacent to taller surrounding buildings, it will not detract from nor dominate the setting of the neighbouring listed buildings.

Historic Environment Scotland has no comments to make on the proposals.

Conclusion in relation to the listed building

The proposal will not harm the special architectural or historic interest of the listed building and is acceptable with regards to Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

b) The proposals harm the character or appearance of the conservation area?

Section 64(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states: "In exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

- Managing Change in the Historic Environment: Conservation Areas is relevant in the determination of this application.

The Caledonian Hotel is mostly in New Town Conservation Area with a small southern part of it in West End Conservation Area.

The New Town Conservation Area represents a planned urban concept of European significance with an overriding character of Georgian formality. Constructed between 1767 and 1890, it contains an outstanding concentration of planned ensembles of ashlar-faced, world-class, neo-classical buildings, associated with renowned architects, is consistent to an unrivalled degree, survives virtually intact and constitutes the most extensive surviving example of neo-classical town planning in the world.

The West End Conservation Area lies immediately adjacent to the New Town and its Character Appraisal states that there is a defining inner city urban scale and is a large diverse area with a rich mix of historical periods and stages of development. The West End Conservation Area is extremely diverse in terms of its activities and uses ranging over city wide cultural activities, small offices and major headquarter offices, conference facilities and a wide variety of shops and restaurants.

The proposed hotel use is in keeping with the historic development of the First New Town in the 19th century during which many hotels were formed in Princes Street and the adjoining streets.

The proposed extension will not be in a prominent location or position within the conservation areas. It will sit below the eaves of the existing listed building and be set back from the public street. Backdrop to the proposed extension will be both historic and modern buildings and the proposed extension will not detract from the appearance of the conservation area. The immediate surrounding buildings are both historic and modern and, therefore, the proposed extension will fit into the conservation areas which are characterised by a mix of old and newer buildings.

The extension will be subservient to the building, of an appropriate scale, use appropriate materials and located on the rear elevation of the property. This is in line with the New Town Conservation Area Character Appraisal. The proposal is of a similar urban grain and massing in its surroundings and will use an appropriate materials palette. Therefore, the proposal conforms to the aspirations of the West End Conservation Area Character Appraisal for new development.

The conservation areas can also be viewed from above at locations such as the Castle and Calton Hill, which makes the roofscape and skyline sensitive to any modern additions. The extension will be tucked behind the hotel and sit below its eaves. Therefore, it is considered that it nor its roofscape will not detract from the City's historic skyline.

In terms of character of the conservation area, the proposed use is established on the site and there is a mix of uses in the conservation area. Thus, the character of the conservation area relating to its city centre location and busy area will be retained.

Conclusion in relation to the conservation area

The proposal will preserve the character and appearance of the conservation area and comply with Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.

c) there are any other matters to consider.

The following matters have been identified for consideration:

Equalities and human rights

Due regard has been given to section 149 of the Equalities Act 2010. No impacts have been identified.

Level access to the hotel building and spa currently exists and will be provided in the proposed extension. Accessible bedrooms will be positioned nearest the lifts within the extension. Wheelchair refuges will be provided in both the escape stairs and firefighting lobby of the extension. Double doors and corridor widths will be required to be fully compliant with Building Regulations. The ramp to the spa from the car park will not result in a worsening route. An accessible parking space near the spa is located in the ground floor level of the proposed extension.

In terms of Human Rights, the impact on neighbouring amenity has been considered in section c) of the parallel application (24/02219/FUL) which recommends the use of a condition relating to noise to mitigate the impact on the quality of life for residents and contribute to the continued enjoyment of the property peacefully.

The proposal relates to an existing use in a busy city centre location with a mix of uses including hotel and residential. The extension will lead to increased footfall on the public street, such as accessing coaches and the hotel, and this could result in increased noise and disturbance to neighbouring residents. Ambient noise levels in the street and nearby streets exist and it is not expected that such noise and disturbance would be of such an increase as to impact the right to a private life. Anti-social behaviour and statutory nuisance can be dealt with through other legislation.

Public representations

2 objections

A summary of the representations is provided below:

material considerations

- Misstatements and errors in application *Sufficient information has been provided to consider the application.*

non-material considerations

- loss of privacy
- loss of sunlight and overshadowing
- noise and disturbance (*Impact on equalities and human rights considered under section c*).

Conclusion in relation to other matters considered

The proposals do not raise any issues in relation to other material considerations identified.

Overall conclusion

The proposal is acceptable with regard to Section 14 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 in terms of preserving the special historic and architectural interest of the listed building and its setting. The character and appearance of the conservation area will be preserved.

Section C - Conditions/Reasons/Informatives

The recommendation is subject to the following;-

Conditions

1. 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 Planning Authority, having first been agreed by the City Archaeologist.

Reasons

1. In order to safeguard the interests of archaeological heritage.

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.

Background Reading/External References

To view details of the application go to the [Planning Portal](#)

Further Information - Local Development Plan

Date Registered: 8 May 2024

Drawing Numbers/Scheme

01-38.

Scheme 1

David Givan
Chief Planning Officer
PLACE
The City of Edinburgh Council

Contact: Jackie McInnes, Planning officer
E-mail: jackie.mcinnnes@edinburgh.gov.uk

Appendix 1

Summary of Consultation Responses

NAME: Archaeology

COMMENT: The development will require significant groundbreaking works and it is recommended that the following condition is attached if permission is granted to ensure that this programme of archaeological mitigation is undertaken:

'No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (excavation, analysis & reporting, publication, public engagement) 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 works and for the archiving and appropriate level of publication of the results lies with the applicant.

DATE: 28 May 2024

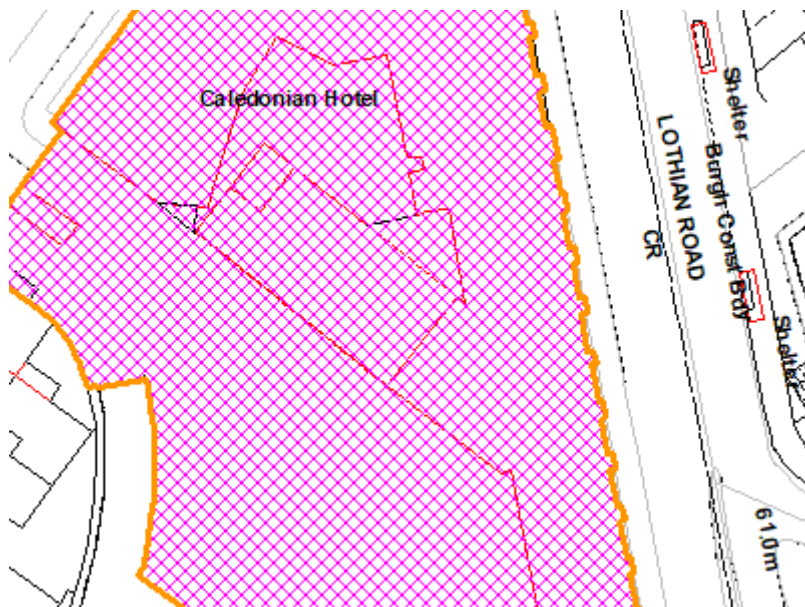
NAME: HES

COMMENT: No comments to make.

DATE: 31 May 2024

The full consultation response can be viewed on the [Planning & Building Standards Portal](#).

Location Plan



© Crown Copyright and database right 2014. All rights reserved. Ordnance Survey License number 100023420