

Dumfries and Galloway Council

LOCAL DEVELOPMENT PLAN 2

The Crichton Quarter Development Framework

Supplementary Guidance - March 2020



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Figure 1

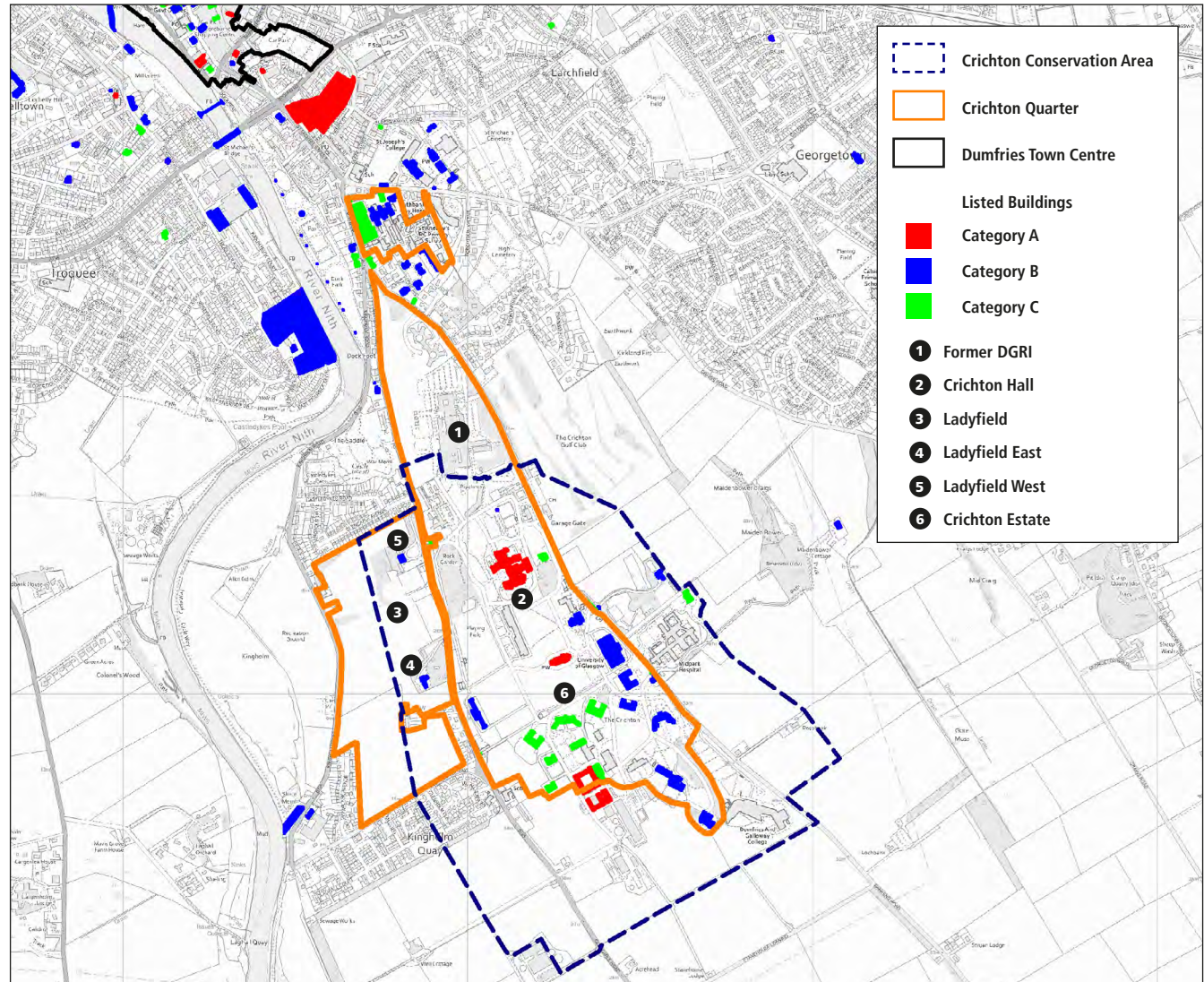
Introduction

The Dumfries and Galloway Council Local Development Plan 2 (LDP2) identifies the Crichton Quarter as an area with the potential to provide for a range of development and inward investment opportunities, providing an exciting opportunity to redevelop this area of Dumfries.

The Crichton Quarter is an area of South Dumfries that extends in a wedge shape from the Nithbank site south east wards and includes the Dumfries and Galloway Royal Infirmary (DGRI), Crichton Hall, Crichton Estate and the Ladyfield housing site. The majority of the quarter is covered by the Crichton Conservation Area. See figure 1.

Relocation of the DGRI to a new site on the edge of Dumfries in 2017, along with the associated rationalisation of other NHS landholdings in this area of Dumfries presents a number of challenges and opportunities. The Crichton Trust who lease the majority of the Crichton Estate from Dumfries and Galloway Council have successfully redeveloped the existing estate to provide long term employment and education opportunities both in the re-use of the existing building stock and in new build projects.

Current public sector stakeholders include the University of the West of Scotland, Dumfries & Galloway College, Scotland's Rural College (SRUC), the Open University and



the University of Glasgow. There is an equally thriving commercial business community within the surrounding business park. The Trust have prepared a development framework and masterplan for the Crichton Estate which has been adopted as planning guidance to the LDP2.

This Development Framework has been prepared by the Council and NHS Dumfries and Galloway, in consultation with the Crichton Trust and the Crichton Campus Leadership Group. This development framework forms supplementary guidance to LDP2.

Aims and Objectives

The development framework sets out a development strategy for the area that is both aspirational, yet realistic. It seeks to maximise the development potential of the estate and in turn realise the best value in terms of social and economic improvements of the development sites and buildings.

The development framework requires to be detailed to determine suitable land and building use, yet remain flexible enough to adapt to the ever changing economic conditions.

The Council is committed to working with all stakeholders to promote and support the Crichton

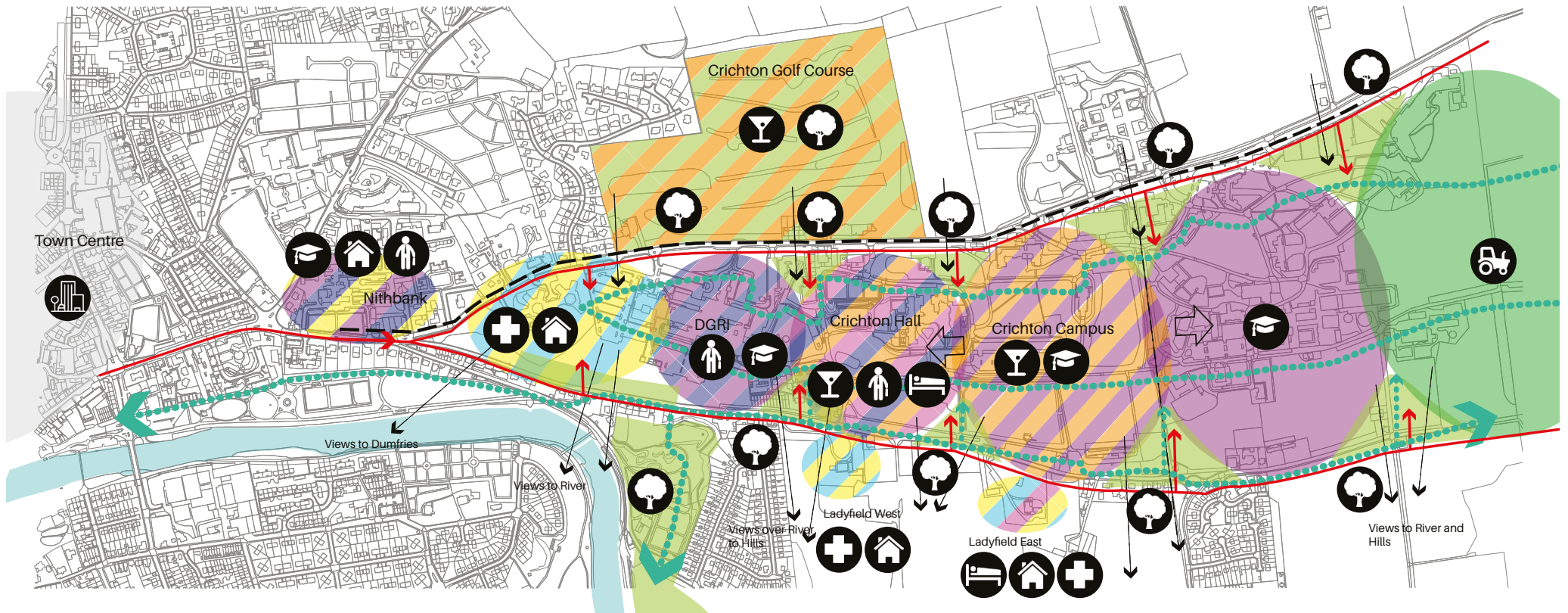
Quarter as a locally, nationally and internationally recognised beacon for knowledge and innovation, based on sustainable development that will benefit Dumfries and Galloway and Scotland as a whole.

The development framework identifies:

- key development sites along with preferred uses for those sites;

- whether the current transport network can accommodate the level of development being proposed and, if not, identify what measures could be implemented to mitigate projected impacts and establish their associated costs and benefits; and
- opportunities for improved connectivity with the town centre.





- | | | |
|---------------|-------------|-------------|
| Greenspace | Business | Agriculture |
| Town Centre | Residential | Hotel |
| Care Services | Education | Leisure |

Site Briefs

Nithbank

Nithbank Hospital was originally built as the Dumfries Royal Infirmary with the original building designed by John Starforth of Edinburgh in 1869-71. Whilst there were later additions by James Barbour in 1895-7, other major extensions have also been added piecemeal throughout the 20th Century with some significant alterations and interventions made in the 1960's and 70's.

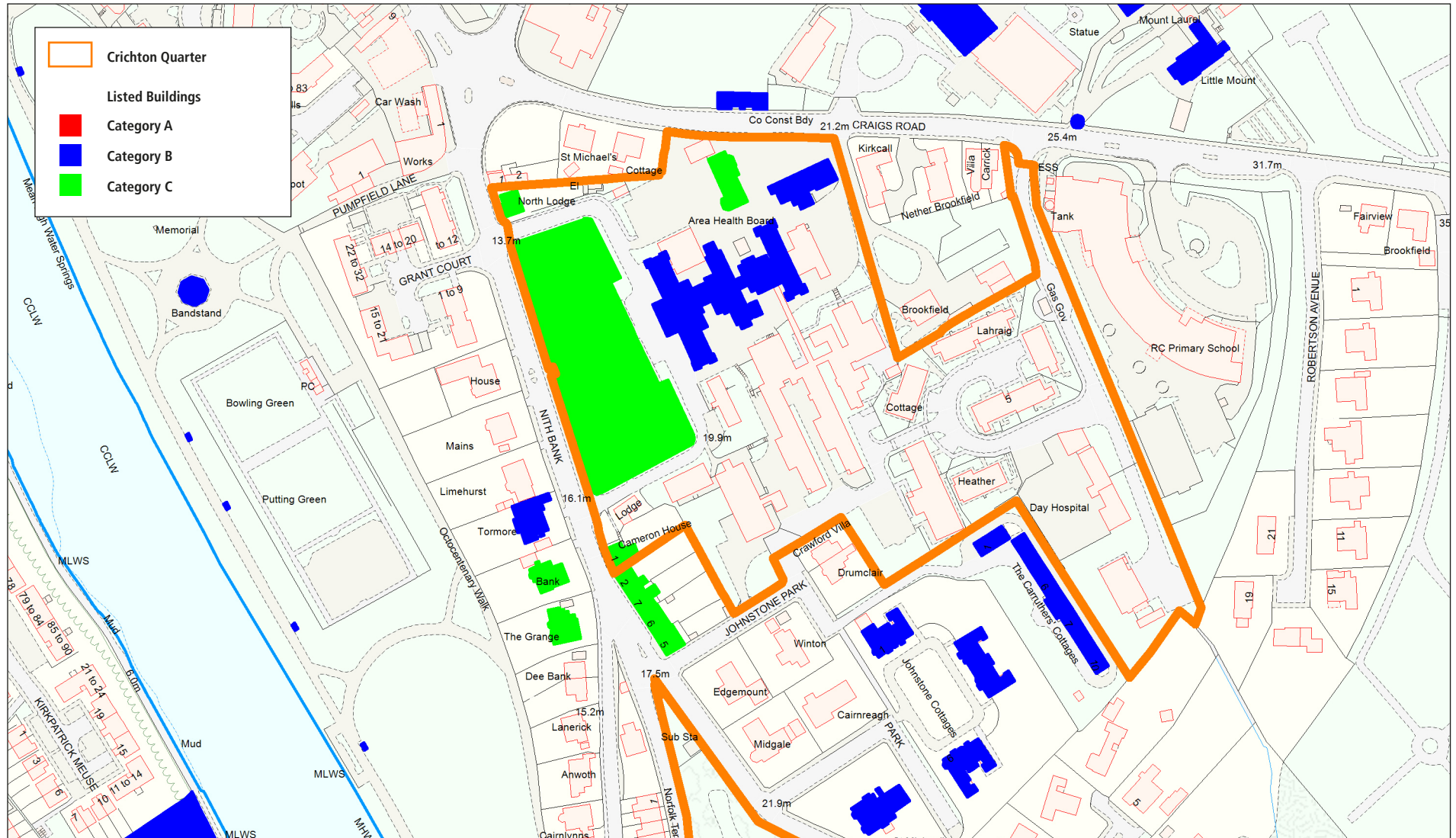
The original building is B Listed and plays a significant role in the Dumfries townscape with its formal frontage and terraced (former nursery) gardens and gate lodges fronting onto Lindsay Terrace and the B725 which are included in the listing. The later James Barbour additions are C listed. The buildings on the site have been declared surplus to NHS requirements and occupancy levels are declining due to planned relocation of services.

The Nithbank site is the closest of the Crichton Quarter sites to the town centre and offers a substantial redevelopment opportunity to either residential, business or education uses or a combination of these uses.

The site extends to 3.8 hectares.



Map of Nithbank Hospital



Future Development Options

The main former hospital building comprises a long front building linked to a series of parallel 2- storey ward blocks by a broad central corridor. The whole building is listed at category B. The front building has a 3-storey centre piece and 2-storey wings. Its windows are arched and it has a wealth of attractive architectural detailing. The rear ward blocks are plainer, but also have some good architectural details matching the front building. The rear wings are largely original to the building and contribute to its special character, but there are a number of mid-late 20th century extensions, the removal of which would be welcome. The building has been converted to office use and the interiors are generally plain. A small number of original features remain that contribute to the special character of the building, including cast-iron stair balusters and some internal doors.

It is recognised that the rear ward blocks will not necessarily be easy to convert because of their shallow floor plans and their close-set arrangement, which results in overlooking windows. A degree of demolition may be acceptable but would require justification in terms of the viability of the scheme as a whole. Such a justification might be based on a need to reduce the density of the building, or a need to provide accommodation with a deeper floor plate. There is considerable scope for

internal alteration. There is a presumption that the main front building will be retained intact with minimal external alteration.

Two detached ward blocks and 2 lodges are also within the site, all listed at category C, apart from the S lodge, which is unlisted. There is a presumption in favour of retaining the listed buildings. The ward blocks have been altered internally, and there is scope for further internal alteration and extension. All buildings are in good condition and built from high quality red sandstone masonry.

There is a large area of twentieth century buildings on the southern part of the site, including an area of housing. This is not covered by the listing and offers considerable scope for redevelopment. The existing housing on site could act as a catalyst to bring a housing developer or housing association to seek new residential development on the site.

In the interests of sustainability and as the main structure and fabric of the original building are in a reasonable condition, the buildings suitability for conversion to other uses such as residential should be considered and explored before consideration is given to demolition. Historic Environment Scotland will be supportive of proposals that establish a viable reuse of the site and that maximise the retention and re-use of the listed

buildings. They would welcome the opportunity to be engaged in pre-application discussions at an early stage and have already provided advice in the preparation of this document. Any proposals would need to be tested through formal planning and listed building consent procedures. Development proposals would need to consider the potential impact on the listed buildings and ensure that the site is not over- developed. Robust development appraisals would be required and should be informed by a conservation plan for the site.

Proposals would also need to ensure they maximised active travel to and from the site and within the site.



Dumfries and Galloway Royal Infirmary

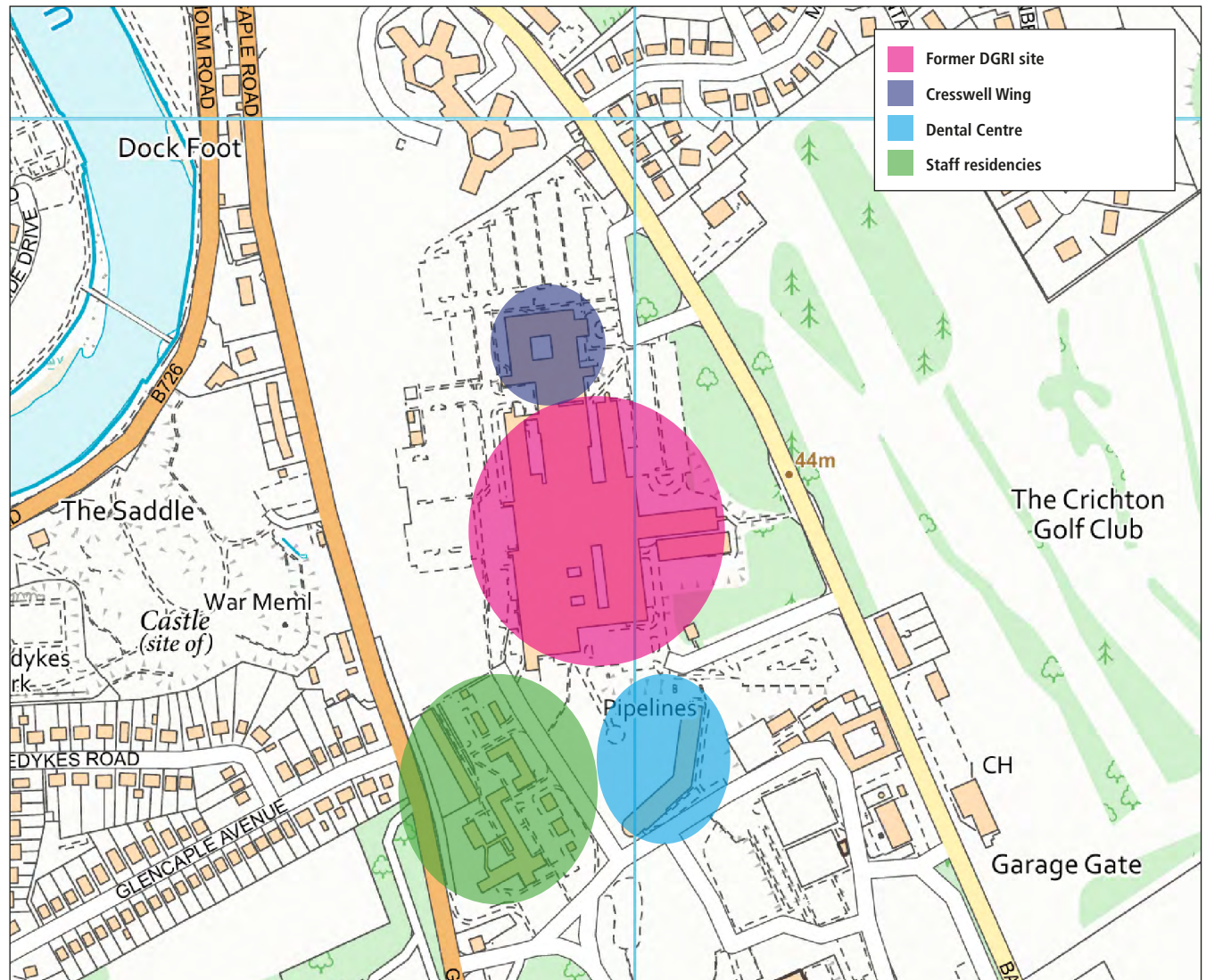
The Dumfries and Galloway Royal Infirmary (DGRI) was completed in 1975. It comprises four wings organised around a central atrium. The main structure is a steel frame which was originally behind a brown brick façade, which was subsequently modernised with white composite metal cladding.

The Cresswell wing was opened in 2002. NHS Dumfries and Galloway has confirmed that this wing will be retained and adapted to accommodate a number of existing and new services.

The dental centre, to the east of the infirmary, was completed in 2008. It will become surplus to requirements when the facilities relocate to the new DGRI. The building comprises both open plan and cellular (surgery / consultation) rooms, which can be easily converted to suit a number of alternative uses.

The NHS also own 33 key worker residences to the rear and west of the infirmary. The accommodation comprises a mixture of apartments, flats and terraced houses.

The Infirmary sites extends to 12.28 hectares.



Future Development Options

There are several options that could be considered for the future use of this site.

- Refurbish the site for education / office accommodation / shared services / care campus
- Demolish and re-develop site as an extension to the Crichton campus for education uses
- Demolish and develop as a shared services site / care campus

In the interests of sustainability and as the main structure and fabric of the building are in a reasonable condition, the buildings suitability for conversion to other uses should be considered and explored before consideration is given to demolition. Each wing of the building could be converted to provide new open plan educational / office / shared service space. These floors are conveniently planned at depths which could be utilised to provide naturally ventilated space. The outpatient, office space and service buildings on the ground floor could be demolished to create courtyard, amenity space and parking. This would result in approximately 21,500 sqm of available space.

Proposals will also need to ensure that the site is accessible to all modes of travel including active travel. Pedestrian and cycle linkages should be created within the site and between Bankend Road and Glencaple Road.



The dental centre could be converted to provide a number of uses including a crèche and play facilities for the Crichton Quarter, education / leisure support facilities for children with special needs along with a café and meeting spaces. The building was also designed to have the ability to be extended with another wing of accommodation from its central core.

The residences should be retained and refurbished to provide accommodation potentially for key workers, students or indeed as affordable market housing.

Crichton Hall

Crichton Hall is a category A listed building which has been declared surplus by NHS Dumfries and Galloway. It is currently being marketed for sale by Ryden. The building extends to 184,000sq ft in mature grounds of 8 hectares set within larger grounds of 34 hectares.

The original part of the building was designed in 1835 by William Burn. The southern wing designed by William Lambie Moffat was added in 1868 and the east wing designed by Arthur George Sydney Mitchell of Mitchell and Wilson was completed in 1903. The east wing was further extended in 1923 to provide the nurses home.

Future Development Options

Several options have been explored as to how this

building could be re-used. They include housing and student accommodation, offices, education facilities and a conference centre. A further potentially viable solution would be if the building could be converted into a high quality 'destination' hotel and spa. This option has been confirmed in the recent interest shown from potential private hoteliers and investors.

Should a suitable hotel owner/developer be found for this listed building, the potential benefits for economic growth and wider community benefits would be substantial for Dumfries.

It is accepted that any new use of the building is likely to require some intervention to the historic fabric. Historic Environment Scotland (HES) has been consulted on outline proposals to convert the building into a hotel and spa. HES are supportive of the outline proposals and consider that hotel use is potentially a good fit for the building. Much of the interior fabric of Crichton Hall is of high architectural value and it contains a number highly-ornamented function rooms and circulation spaces. The original floor plan also contributes to the architectural and historic interest of the building. There is a presumption that internal decorative fabric and historic room divisions will be retained as far as reasonably possible.

In order to test the viability of the conversion and adaptation of Crichton Hall to high quality 'destination' hotel and spa, a broad brush feasibility exercise has been

carried out to (a) ascertain functionality and (b) number of bedrooms and (c) the level of physical intrusion that this could involve and (d) act as the basis for initial consultations with Historic Environment Scotland.

Feasibility drawings have been prepared. The drawings demonstrate how a hotel use could be achieved that would provide all necessary administration, leisure and function rooms with the potential to provide in excess of 190 bedrooms.

The drawings show principal rooms, such as the recreational hall in the southern extension wing and the dining room interior, could all be retained and conserved. The drawings assume a greater level of intervention in the eastern Nurses' Home wing which could be remodelled or in part demolished to create swimming pool / spa / leisure wing with additional bedrooms taking the total number of bedrooms to in excess of 220. Part demolition will require substantial justification which may not be supported by Historic Environment Scotland.

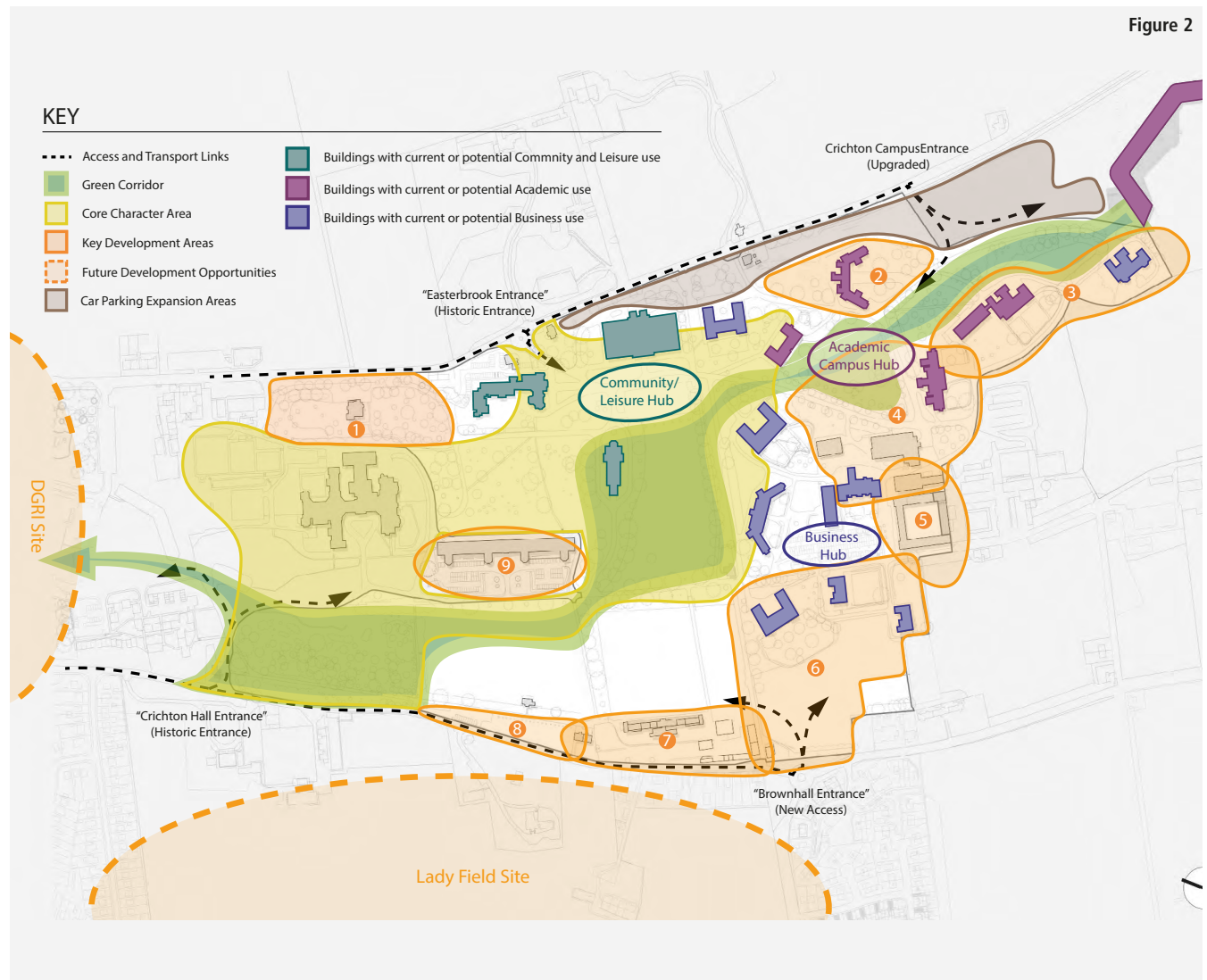
The former patients' rooms and corridors may require alteration to convert to a high-end hotel interior. Historic Environment Scotland have accepted the principle of combining pairs of bedrooms to create larger rooms with an ensuite bathroom, though they encourage the retention of small number of the original bedrooms, if possible.

Crichton Estate

The Crichton Estate covers the area to the east of Crichton Hall, see figure 1. It sits within the Crichton Conservation Area and has many listed buildings. Within the Estate are located Crichton Business Park, Easterbrook Hall – an entertainment and conference venue, Crichton Memorial Church, the University of the West of Scotland, University of Glasgow’s Dumfries campus and SRUC’s Dairy Research Centre. Dumfries and Galloway College, the regions further and higher education provider is situated at the south eastern boundary of the Crichton Estate.

A Development Framework and Masterplan has been prepared for the Crichton Estate by the Crichton Trust and Ryder Architecture, it has been adopted as planning guidance to the LDP2. The Masterplan sits alongside the Crichton Conservation Area Character Appraisal that was completed in parallel with the Masterplan ensuring the need for conservation is dovetailed with the need for future growth and development. The Masterplan is supported by a transportation and access study.

The Masterplan includes a concept diagram, see figure 2 which sets out the overall approach to the development and enhancement of the Estate. There are six key components – green corridor, core character area, key development area, future development opportunities, car parking expansion, hubs and main access points into the Estate.

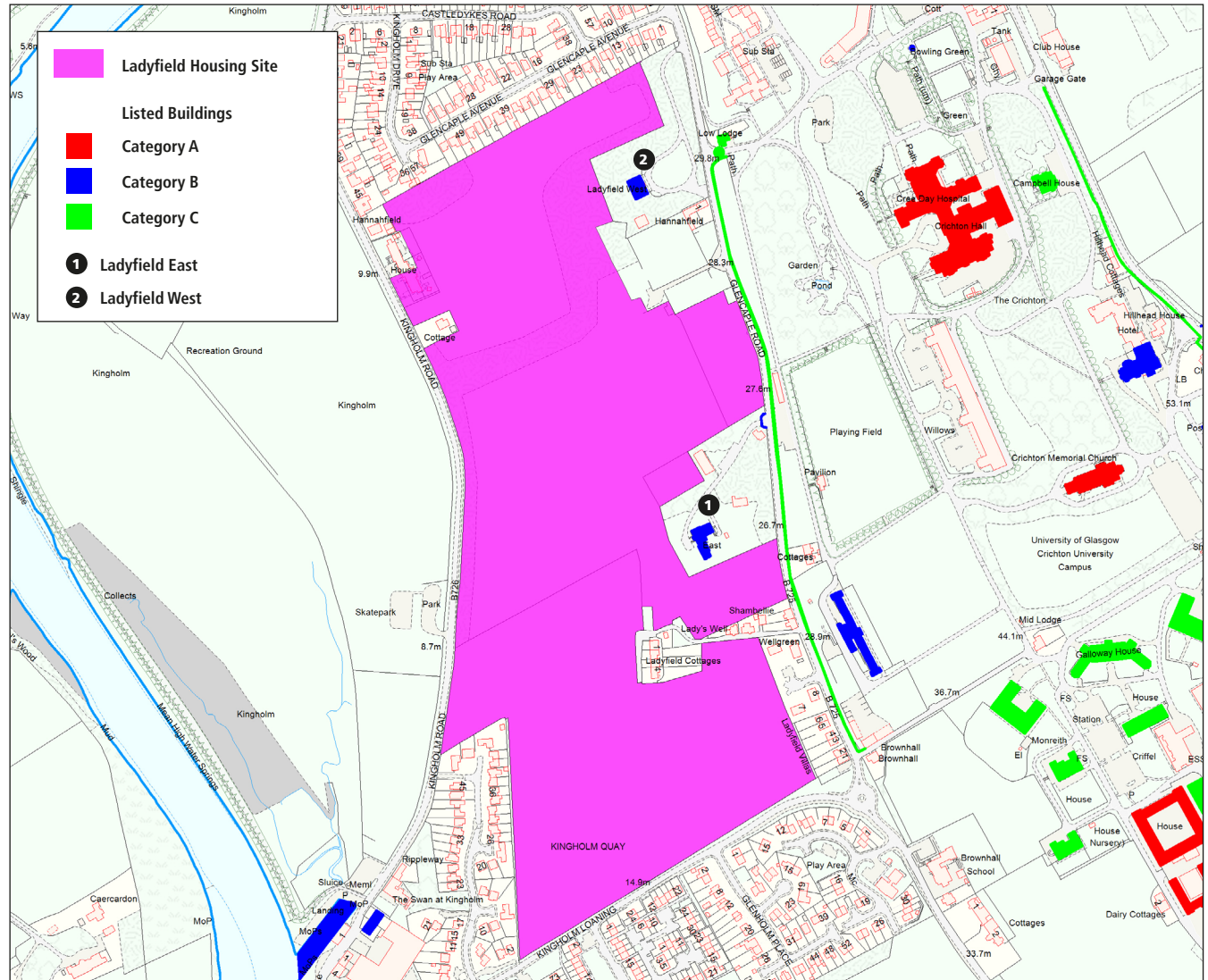


Ladyfield

The site is included in LDP2 as a housing site for 489 units. The site was the subject of the first 'Charrette' which ran as part of the Scottish Governments Sustainable Communities Initiative. The site is well located within the town, close to amenities and would form a logical extension to the south of the town. The site would also enable a range of house types and tenures to be provided.

There are 2 category B listed buildings outwith the Ladyfield housing site but adjacent to it, namely Ladyfield East and Ladyfield West. They are owned by NHS Dumfries and Galloway. They are within the Crichton Conservation Area and non-inventory designed landscape.

Map of Ladyfield



Ladyfield West (Hannahfield)

Ladyfield West, built 1812, is relatively rare as it is one of a small number of Greek Revival urban villas which survive in Scotland. Although much of the interior of this villa has been removed, the principal elevation of this building is a stylish and well-detailed example of early 19th century domestic architecture. Original internal fixtures have been salvaged and are storage, their reinstatement is encouraged.

Ladyfield East (Ladyfield)

Ladyfield East, built 1843, is a good representative of a relatively small number of classical style early 19th century villas on the outskirts of Dumfries. It is relatively rare in terms of building type as it is one of a handful of classical style villas of this date in the region recognised in Gifford's 'Buildings of Scotland: Dumfries & Galloway'. The fabric has undergone some early changes and apart from the single storey 20th century addition to the south, the footprint of the villa remains much as it was when built.

Future Development Options

Proposals to restore and convert the buildings into an appropriate use such as residential along with a limited number of units within the curtilage would be supported

provided they respect the listed buildings. Given the large grounds associated with Ladyfield East and less sensitive listing of the property, development potential for additional residential units is significantly greater when compared to Ladyfield West. Ladyfield East may also be suitable for specialist residential and day care health related uses, such as an elderly care home, dementia care centre and / or residential facilities for children / young adults with Autism. Ladyfield West is more suited to private residential use, either as a single dwelling or divided into a small number of flats. However, other uses that allow the sensitive restoration of the building are likely to be supported.

Care Campus

The idea of a care campus for Dumfries and Galloway has been under discussion across several organisations since 2014. It is focused on adopting new approaches to ageing and testing a model to provide housing, social and community support with access to care for older people, combined with innovation in education, skills development and research. The Crichton Quarter is being considered as a potential location for such a development.



Ladyfield West (Hannahfield)



Ladyfield East (Ladyfield)

Transport Considerations

Peter Brett Associates (PBA) were commissioned to undertake an assessment of key road transport network performance indicators for the agreed set of development scenarios that have emerged from the potential redevelopment of the Crichton Quarter. The assessment was undertaken using the Dumfries Regional Traffic Model (DRTM). The baseline assumptions in terms of the number of persons relating to land-use, traffic generation and distribution, background traffic growth and modelled transport infrastructure, are as follows.

Development and Location		Scenario A	Scenario B
Ladyfield Housing		500 units	
NHS Clinical Services Relocation	DGRI relocation to Garroch	1756 NHS staff	
	Retention of Cresswell wing	108 NHS Staff	
	Relocation of NHS admin. staff from Crichton Hall to DGRI	300 NHS Staff	
NHS Site Redevelopment	Hotel at Crichton Hall	200 bedrooms	
	Residential at Nithbank	50 units	65 units
	Office accommodation at Nithbank	300 employees	50 employees
	Office accommodation at DGRI	300 non-NHS staff	
	Staff/Student Residences at DGRI and Ladyfield	130 units	
Crichton Estate Development Framework and Masterplan		Additional SRUC and UWS operations, plus 500 student residences	

For the purposes of the assessment, it was assumed that some NHS staff will still be located at the existing DGRI site and that other businesses or organisations will occupy the Nithbank office development. As there were some reservation about the commercial viability of a large office development at Nithbank that is not occupied by the public sector, two land-use scenarios were defined at Nithbank. Scenario A effectively provides a 'worst-case' scenario in development traffic terms for the purposes of the road network assessment. Scenario B provides an alternative scenario that was considered more likely in planning terms.

The model scenarios represent the complete build-out of all the land-use without account of potential development phasing although it would be unlikely that the developments proposed in the Crichton Quarter will be taken forward and completed at the same time. Importantly, this approach presents a realistic worst case scenario in terms of traffic generation. The model scenarios represent a final horizon year where all development is assumed to be in place with associated impacts. In reality, the development is likely to be phased with corresponding impacts gradually changing over time with an initial reduction in traffic associated with the DGRI relocation, which is then replaced as new developments occupy the old DGRI site.

Based on the DRTM model outputs, network hotspots were identified at the following locations:

- St Michael's Bridge Road/St Michael Street/Brooms Road (signal controlled);
- St Michael's Bridge Road/Dockhead/Car Park Access (signal controlled);
- St Michael's Bridge Road/Troqueer Road/Pleasance Avenue (signal controlled); and
- Craigs Road/St Michael Street/Glebe Street/Nith Bank (roundabout).

Detailed local junction analysis was undertaken at these locations to assess the network performance in more detail and identify if mitigation is required to offset development impacts. That analysis identified that a change to the current layout is required to accommodate the forecast traffic growth at the following locations:

- St Michael's Bridge Road / St Michael Street / Brooms Road junction. Analysis indicated that a revision to the signal staging with a left-turn filter on St Michael Street would accommodate predicted development traffic. This would allow the junction to stay within its current envelope with minimal physical works required.
- Craigs Road roundabout. A series of conceptual mitigation options were considered and analysis indicated that the current roundabout layout with

the closure of Glebe Street southbound approach would accommodate predicted development traffic.

The St Michael's Bridge Road signal control junction modifications would likely achieve immediate benefit and should be considered and implemented in the near future. The need for the closure of the Glebe Street approach at Craigs Road roundabout will be more dependent on traffic flow changes. It is proposed that the impact of development on the Craigs Road roundabout are monitored over time and as they arise.

Cost estimates for the proposed mitigation measures has indicated that they are low. Changes to the St Michael's Bridge Road / St Michael Street / Brooms Road junction is estimated to cost in the region of £5,000. The proposed closure of the Glebe Street southbound approach to the Craigs Road roundabout is estimated to cost £7,000. Both are considered to be nominal and can be accommodated within existing Council budgets and therefore no developer contributions will be sought from developments within the Crichton Quarter. However, the impact of development on the Craigs Road roundabout will be monitored and the situation may change. Should that be the case the development framework will be reviewed.

Accessibility analysis was undertaken looking at journey times to/from Dumfries town centre by all modes. Inspection of the journey time isochrone plots indicates

a good level of accessibility by all modes from the Crichton Quarter to the town centre supporting the principles of sustainable development. The introduction of new development, the associated impacts and implementation of proposed mitigation is not predicted to materially impact this accessibility analysis. All developments will be required to ensure a good level of accessibility by all modes of travel is an integral part of the development.

There are several detailed reports which provide the background to the above assumptions. They are available as separate documents to this development framework.

Summary Report DRTM Analysis Note
Local Junction Models Note and Appendix Accessibility Analysis



St Michael's Bridge Road/St Michael Street/Brooms Road

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