

Development Management Sub-Committee Report

Wednesday 24 January 2024

**Application for Planning Permission
1 Redheughs Avenue, Edinburgh, EH12 9RH.**

Proposal: Office development (Class 4), provision of a mobility hub, ancillary retail (Class 1) food and drink (Class 3/Sui Generis) and leisure uses (Class 11), landscaping, car parking, access, infrastructure and associated works. (AS AMENDED)

**Item – Committee Decision
Application Number – 22/05659/FUL
Ward – B03 - Drum Brae/Gyle**

Reasons for Referral to Committee

The application is referred to the Development Management Sub-Committee as the proposal is a major development. Consequently, under the Council's Scheme of Delegation, the application must be determined by the Development Management Sub-Committee.

Recommendation

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

Summary

The principle of the development complies with the policies of the Edinburgh Local Development Plan the proposal will not negatively impact on the strategic mixed uses of the area while enhancing the strategic business location. The proposal is compatible with policy priorities that include sustainability in terms of materials use, climate change mitigation and adaptation, and development on brownfield land. The infringement on Council parking standards is considered acceptable as the proposal will reduce the existing parking provision and will reduce overall traffic generation from the site.

Subject to recommended conditions and an appropriate legal agreement for a contribution towards the Edinburgh Tram, the proposal is acceptable and complies with National Planning Framework 4 and the aims of the 2016 Edinburgh Local Development Plan, as well as the Council's non-statutory Design Guidance. There are no material considerations that outweigh this conclusion.

SECTION A – Application Background

Site Description

The site is located to the south of Redheughs Avenue and included Drummond House, the former Royal Bank of Scotland headquarters, constructed in 1993. Drummond House has since been demolished. The Younger Building completes the urban block to the north west, and is currently undergoing renovation works. The site includes areas of hard standing which are used for car parking and a central landscaped green space. Trees and hedges are located around the site's edges and form part of the structural landscape character in the area. The site is currently in business use and the land surrounding is generally within business use. The site is bounded by Redheughs Avenue to the north, Lochside Court to the west, South Gyle Crescent to the east, and neighbouring development to the south which is separated by a tree-lined boundary. In addition to surrounding business and office uses, prominent features in the surrounding area include the Edinburgh Tram line, the city bypass and Edinburgh Park train station.

The site forms part of the West Edinburgh in the Local Development Plan, sub-plot EP1, where Edinburgh Park/South Gyle Development Principles apply.

Description of the Proposal

The proposal, as amended, will be for the redevelopment of the site for office development (Class 4), provision of a mobility hub, ancillary food and drink (Class 3) and leisure (Class 11) uses, landscaping, a multi-storey car park, access, infrastructure, and associated works.

The six office buildings will be located on the eastern and western boundaries of the site and will be varied in height with three blocks to be 6-storey, two to be 5-storey and one block to be 4-storey, and the combined buildings will deliver a GIA of 86,152 sqm of grade 'A' office space to the area. The material palette proposed incorporates pre-cast concrete, aluminium framing and glazed panels with some terracotta tiling.

To the southeast, the multistorey car park will provide a 7-storey elevated parking lot for 516 vehicles and 48 motorcycle spaces. 88 of the vehicle spaces will be for EV charging, with the remaining being enable for future EV compliance. The MSCP will be clad in anodised metal fins and perforated metal fins coloured with green tones and organic motifs.

Each office building will have secure cycle parking spaces within detached cycle parking lots, providing a total of 607 secure cycle parking spaces for future users of the site. In addition, 112 visitor cycle parking spaces have been provided around the landscaped site.

The pavilion and mobility hub will be located centrally and the north of the site. Both structures are proposed to have exposed timber frames, green roofs and full height glazing.

The central landscaped area will be redefined with a new civic and sports space, and a natural recreational area to the south. The parkland will include a range of soft and hard landscaping.

Supporting Information

- Accommodation Schedule
- Air Quality Screening Assessment
- Arboricultural Survey
- Archaeological Desk Based Assessment
- Breeam Pre Assessment
- Drainage Strategy
- Drainage Strategy Appendix A1, A2, B, C To F
- Edinburgh Green Design and Access Statement 1-6
- Edinburgh Office Market Report
- Flood Risk Assessment
- Geo Environmental Desk Study
- Landscape And Public Realm Soft Landscape Schedule
- Landscape And Visual Appraisal Addendum
- Noise Impact Assessment
- Planning Update
- Preliminary Ecological Appraisal
- Social And Economic Impact Assessment
- Sustainability Statement
- Transport Statement
- Tree Survey Schedules

Amendments

- Reduction in car parking spaces (790 spaces to 553 spaces).
- Omission of the undercroft car parks and replacement with multi-storey car park.
- Previously proposed Block D omitted and replaced with a proposed multi-storey car park (MSCP).
- Proposed levels across site have been lowered allowing step-free access throughout the development.
- The office buildings and multi-storey car park are proposed to be repositioned by 5m to the east.
- Retention of some existing trees between the building entrances and road.
- Updated vehicular access strategy incorporated to create accessible parking areas, service and maintenance and emergency vehicle access for each block.
- Revised approach to cycle access, stores and facilities.
- Mobility Hub relocated to north east corner of the site.
- Alternative design of entrance plaza between Redheughs Avenue and the pavilion building and parkland amenity spaces.
- Revised approach to phasing as detailed on the submitted phasing plans.
- Individual office MEP plant and refuse/delivery stores relocated from basements to ground floors.

Relevant Site History

22/01063/PAN

1 & 3 Redheughs Avenue

Edinburgh

EH12 9RH

Redevelopment of site for office development (Class 4), including selected demolitions, retention and refurbishment of the Younger Building, provision of a mobility hub, ancillary retail (Class 1) food and drink (Class 3 / Sui Generis) and leisure (Class 11) uses, landscaping, car parking, access, infrastructure and associated works.

Pre-application Consultation approved.

23 March 2022

22/03024/SCR

1+3 Redheughs Avenue

Edinburgh

EH12 9RH

Request for EIA Screening Opinion

EIA Not Required

1 July 2022

Other Relevant Site History

22/01081/WARR

1 Redheughs Avenue

Edinburgh

EH12 9RH

Demolition works. Extent of demolition to be confirmed. As a minimum internal soft strip, removal of the existing facade and partial demolition of the existing structural frame. Alternatively full demolition required including removal of existing foundations.

This application relates to downtakings / demolition only. Any new build works or alterations / adaptations would be subject to a separate warrant application.

Completion Certificate Issued

18 September 2023

Pre-Application process

Pre-application discussions took place on this application.

Consultation Engagement

City Archaeologist

Edinburgh Airport

Environmental Protection

Scottish Water

SEPA

Commercial Development & Investment

Roads Authority

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

Publicity and Public Engagement

Date of Neighbour Notification: 17 November 2023

Date of Renotification of Neighbour Notification: Not Applicable

Press Publication Date(s): Not Applicable

Site Notices Date(s): Not Applicable

Number of Contributors: 10

Section B - Assessment

Determining Issues

This report will consider the proposed development under Sections 24, 25 and 37 of the Town and Country Planning (Scotland) Act 1997 (the 1997 Act):

Having regard to the legal requirement of Section 24(3), in the event of any policy incompatibility between National Planning Framework 4 (NPF4) & Edinburgh Local Development Plan 2016 (LDP) the newer policy shall prevail.

Do the proposals comply with the development plan?

If the proposals do comply with the development plan, are there any compelling material considerations for not approving them?

If the proposals do not comply with the development plan, are there any compelling material considerations for approving them?

In the assessment of material considerations this report will consider:

- equalities and human rights;
- public representations and
- any other identified material considerations.

Assessment

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

a) The proposals comply with the development plan?

National Planning Framework 4 (NPF4) was adopted by the Scottish Ministers on 13 February 2023 and forms part of the Council's Development Plan. NPF4 policies supports the planning and delivery of Sustainable Places, Liveable Places and Productive Places and are the key policies against which proposals for development are assessed.

Several policies in the Edinburgh Local Development Plan (LDP) are superseded by equivalent and alternative policies within NPF4. The relevant policies to be considered are:

- NPF4 Sustainable Places policies 1, 2, 3 and 9
- NPF4 Liveable Places policy 14
- NPF4 Business and Industry policy 26
- LDP Delivering the Strategy policy Del 1.
- LDP Design Principles for New Development policies Des 1, Des 3, Des 4, Des 5, Des 7 and Des 8
- LDP environment policies Env 12, Env 21, Env 22
- LDP employment and Economic Development policy Emp 1 and Del 4
- LDP transport policies Tra 1, Tra 2, Tra 3, Tra 4

The 'Edinburgh Design Guidance' is a material consideration that is relevant in the consideration of environment, design, and transport policies.

Principle

NPF4 Policy 9 (Brownfield, vacant and derelict land) states that development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary, will be supported. In determining whether the reuse is sustainable, the biodiversity value of vacant land which has naturalised should be taken into account.

NPF4 Policy 26 (Business and industry) supports development proposals for business and industry uses on sites allocated for those uses in the LDP.

The Local Development Plan (2016) (LDP) identifies the site as a strategic business centre. Policy Emp 1 - office development, supports high quality office development, including major developments at this location.

Site specific Policy Del 4 applies to the site. It advises that:

planning permission will be granted for development which maintains the strategic employment role of the Edinburgh Park/South Gyle area and also introduces a wider mix of uses. The requirements in principle will be for: a) comprehensively designed proposals which maximise the development potential of the area; b) development for office and other business uses as part of mixed-use proposals; c) housing as a component of business-led mixed-use proposals; d) the creation of a new commercial hub adjacent to Edinburgh Park Station; e) additional leisure and community uses at Gyle shopping centre; f) an extension of the existing green space corridor (known as the Lochans) space; and g) improved pedestrian and cycle links through the site and to provide strong, safe connections with services and facilities in the surrounding area. Development should accord with the Edinburgh Park/South Gyle Development Principles.

The principle of the development for business uses reflects the planning history of the site as an established office development. The proposal seeks to intensify these uses by erecting six office buildings, a mixed-use commercial pavilion, a multi-storey car park and a mobility hub.

The application under consideration proposes 86,152 sqm of office floorspace. The uses are considered to be predominantly office, with some mixed commercial uses located within the central pavilion. It is noted that no residential uses are proposed, and that the proposal does not meet the requirements for a 'mixed-use' development. Housing led mixed use development is envisaged to the south west of Edinburgh Park at sub-plot EP1 and has been subject of separate planning permissions. Consideration must be placed on the proportion of mixed-use proposals within the area, and that the proposed office uses meet characteristics of the designated area as a strategic business location. The applicant has provided justification for the proposal within the Design and Access Statement, highlighting city-wide requirements for high quality grade 'A' office spaces and promoting the replacement of brownfield-land and surface car parking within the application site.

Commercial Development & Investment has been consulted as part of the scheme and have concluded that the proposal represents a net increase of approximately 5,607 FTE jobs and approximately £1,037.101 million of GVA per annum (2020 prices) if compared with the provision within Drummond House. The new business premises will enhance the strategic business location of the site, will maximise the economic potential within the defined location and enhance the existing commercial provision within the influence of Edinburgh Park Station, demonstrating compliance with the provisions a), b) and d) of LDP policy Del 4.

The amended scheme will see the replacement of the undercroft parking with a strategic multistorey car park the southeast, removing the requirements for site levels to be raised, and enabling the site to be made fully level and accessible. The partial removal of trees from the peripheral planting will be acceptable in terms of biodiversity, as identified further below, and will allow the site to become more accessible as a pedestrian and cyclist thoroughfare, enhancing the connections with services and facilities in the surrounding area. The proposal enhances the connectivity through and outwith the site, thereby, complying with LDP policy Del 4 provision g).

The proposed high-density office development will integrate well within the area whilst maximising the development potential of the site as a strategic business location. On balance, it is considered that the benefits associated with the proposal outweigh the lack of other mixed uses and the principle of the proposal is acceptable in this location.

The proposed commercial and leisure uses associated with the pavilion will be small and ancillary so justifiable in the mix of uses.

It is concluded that office development is supported by LDP policies - Emp 1, Del 4 and the Edinburgh Park/South Gyle development principles. Whilst an office led scheme, the proposal will not negatively impact on the strategic mixed-uses of the area while enhancing the strategic business location in accordance with LDP policy Del 4 - Edinburgh Park/South Gyle. The proposal also meets aspirations of Policy 9 and Policy 26 of NPF4.

Sustainable Places

Climate Mitigation and Adaptation

NPF4 Policy 1 gives significant weight to the global climate and nature crisis to ensure that it is recognised as a priority in all plans and decisions. The proposed development contributes to the spatial principles of 'Compact Urban Growth' through the use of a vacant site for sustainable, energy-efficient business/industrial development within an established business/industry part of the city.

NPF4 Policy 2 a) supports development proposals that are sited and designed to minimise lifecycle greenhouse gas emissions as far as possible and in 2 b) those that are sited and designed to adapt to current and future risks from climate change. NPF4 Policy 9 intends to encourage, promote, and facilitate the reuse of brownfield, vacant and derelict land and empty buildings, and to help reduce the need for greenfield development.

LDP Policy 22 (Pollution and Air, Water and Soil Quality) presumes against development proposals where there will be a significant effect for health, including air quality, the environment and amenity.

The applicant has submitted a sustainability form in support of the application. The supporting document demonstrates compliance with objectives of Scottish Building Regulations Section 6, local planning policies related to energy and sustainability, BREEAM requirements, EPC targets, and conducts analysis into both operational and embodied carbon in line with UKGBC Net Zero Carbon Framework and NPF 4.

Part A of the standards set out in the form is met through the provision of low and zero carbon technology and no fossil fuel use is proposed on site. Increased air tightness is to be developed. In addition, Air Source Heat Pumps are proposed along with roof mounted photovoltaic (PV) panels to facilitate on-site electricity generation.

Enhanced electric vehicle charging points is at 23% of overall parking spaces. Enhanced cycle storage provision for both site visitors and employees will be provided, including electric bike charging points and non-standard cycle spaces.

The stated intended sustainability measures meet the current standards set out in the sustainability form.

Air Quality

An Air Quality Screening Assessment (AQSA) has been provided in support of the application which advises that a detailed Air Quality Impact Assessment (AQIA) is not required for the application as the proposal development will have a negligible impact upon the local air quality during both the construction (road traffic) and operational phase.

The assessment takes into consideration that there are no CEC-operated monitoring sites close to the proposal, and as such, have relied on information from Air Quality in Scotland (Scottish Air Quality, 2021) and DEFRA (DEFRA, 2021) for 2022. The assessment concluded that the air quality impacts arising from the site will be negligible and the proposal acceptable.

The Council's Environmental Protection Section has been consulted on the scheme and have stated that the proposed level of parking is likely to impact upon air quality.

The quantum of development proposed in this application does not amount to over development of this site within an established business area. Of the proposed parking spaces 88 are electric vehicle (EV) charging spaces, with the remaining parking spaces to be built for EV charging in the future. (125 with accessible parking included). The proposed development also includes an E-bike hire scheme within the mobility hub, along with visitor cycle spaces. The proposed EV provision is currently in excess of the Council's required levels, and it is considered that the EV charging provision will increase within the foreseeable future. The planning authority considers that the proposed EV charging provision will go some way to mitigating air pollution and conclude that the proposed development is acceptable with regard to air quality.

Therefore, it would not be reasonable for the planning authority to insist that the applicant carry out an AQIA that considers cumulative impact or provide additional EV charging provision.

Flooding and Drainage

LDP Policy Env 21 (Flood Protection) presumes against development that would increase flood risk.

Surface water is to be discharged via roof and ground networks, prior to discharging into the wider Scottish Water surface water sewers. Foul water drainage systems will discharge into existing Scottish Water foul water sewers that are already established on the site. The applicant has provided the relevant full flood risk assessment (FRA) and surface water management information for the site as part of the self-certification (with third party verification) process. The FRA does not identify any issues associated with flooding and concludes that the overall Flood Risk is low.

Flooding has raised no objection to the proposal. SEPA have no objection to the development on the grounds of flood risk.

Biodiversity

NPF4 Policy 3 (Biodiversity) requires that proposals for local development include appropriate measures to conserve, restore and enhance biodiversity, in accordance with national and local guidance.

LDP Policy 12 (Trees) states that development will not be permitted if likely to have a damaging impact on any tree or woodland worthy of retention unless necessary for good arboricultural reasons. Where such permission is granted, replacement planting of appropriate species and numbers will be required to offset the loss to amenity.

An arboricultural assessment submitted in support of the application states that to facilitate the development, some of the trees and hedges on site will have to be removed. In total, 224 trees have been identified on site with most in category 'B' and 'C'. Only two trees have been identified as category 'A', with one, located to the east to be removed to facilitate the development. The remaining trees to be removed are low quality young trees with low life expectancy and can be replaced with new planting.

Site boundaries are formed of tree planting using mono-cultured varieties of Lime and Norway Maple, which provide little in the way of biodiversity and habitat creation. The tree lining also acts as permeability barrier, while hindering in-situ visibility and raising safety concerns along the streetscape. There are no tree preservation orders on these trees, and the partial removal of these trees along the east and west boundaries is acceptable.

Internally, there is greater tree species variation, including Scots Pine, Horse Chestnut, and Birch. All but six of the internal trees are to be removed to facilitate the development and to improve on the landscaped area as stated within the landscaping plan. The internal trees are of a low classification and do not have a preservation order; their removal is acceptable. New planting is proposed within the internal landscaped area and around the site to mitigate the loss of the existing vegetation, and to enhance the new landscaped active travel corridors. New trees and planting are proposed along the streetscape to enhance the street frontages, within the active travel corridors running between the office buildings, and within the internal open space provision. The proposed planting includes a further 23 varieties of trees, along with a diverse variety of shrubs and other vegetation ensuring that the new planting will enhance the existing biodiversity and habitat potential of the site. The greater variety of planting will also act to enhance the site's resilience against diseases.

A landscaping plan has been provided. It illustrates planting along site boundaries containing shrubs and trees to soften building boundaries and entrances. The landscaping plan has also illustrated the treatment of the large internal open space, by selectively rewilding and improving on the existing open space provision. A condition has been added requiring that the landscaping is carried out within a specified timescale. Subject to this, the proposal is in accordance with NPF4 Policy 3 and LDP Policy Env 12.

NPF4 Policy (Natural Places) part 4f, states that development proposals that are likely to have an adverse effect on species protected by legislation will only be supported where the proposal meets the relevant statutory tests.

A report on an ecological assessment of the site was submitted with the application. The report confirms that no evidence of protected species was identified.

Informatives are recommended that bat and bird boxes, invertebrate niches, such as bee/insect 'hotels' and provided on the site and, swift bricks and bat bricks are included on elevations of new buildings and within the site. Additionally, a wildlife friendly lighting scheme during both the construction and operational phases should be adopted.

Conclusion in relation to climate mitigation and adaptation

In conclusion, the development will meet the sustainability requirements of NPF4 Policies 1, 2 and 9 in terms of location on a brownfield site, energy efficiency and surface water management.

The development will also support and encourage local biodiversity and will have no adverse impact on protected species or significant trees, in accordance with NPF4 Policy 3 and LDP Policy Env 12, subject to landscaping mitigation measures which can be dealt by condition.

Design, Quality and Place

LDP Des 1 (Design Quality and Context) states that planning permission will be granted for development where it is demonstrated that the proposal will create or contribute towards a sense of place and design should be based on an overall design concept that draws upon positive characteristics of the surrounding area.

LDP Policy Des 3 (Development Design - Incorporating and Enhancing Existing and Potential Features) states that planning permission will be granted for development where it is demonstrated that existing characteristics and features worthy of retention on the site and in the surrounding area, have been identified, incorporated, and enhanced through its design.

LDP Policy Des 4 (Development Design - Impact on Setting), notes that where surrounding development is fragmented or poor quality, development proposals should help repair urban fabric, establish model forms of development and generate coherence and distinctiveness, i.e. a sense of place. These requirements are further reinforced through the Edinburgh Design Guidance.

LDP Policy Des 7 (Layout Design) supports development which takes a comprehensive and integrated approach to the layout of buildings streets open spaces, public paths and SUDs features. Layouts should encourage cycling and walking, promote safe access throughout the site and have regard for the needs of people with limited mobility.

LDP Policy Des 8 (Public Realm and Landscape Design) states that planning permission will be granted for development where all external spaces, and features, including streets, footpaths, civic spaces, green spaces boundary treatments and public art have been designed as an integral part of the scheme as a whole.

NPF4 Policy 14 supports development proposals that are designed to improve the quality of an area and are consistent with the six qualities of successful places.

The proposals are considered to be generally consistent with the six qualities of successful places. They are 'Healthy', through the quality and range of the proposed recreational spaces, and 'Pleasant' through the creation of inclusive opportunities to interact socially and with nature. 'Connected' has been considered through the enhancement of pedestrian and active travel links through the site and they are 'Distinctive', as evidenced by the appearance of the glazed modern office buildings and by the use of living walls and roof terrace to be formed. 'Sustainable' is evident by the ventilation strategy and use of non-greenhouse energy systems. And regard to 'Adaptable' is seen through the flexibility in internal and external outside spaces.

The modern material palette of the structures makes attempt to reflect the architectural characteristics of the business and office surroundings, and this is deemed appropriate for the nature of the application site as a modern 'A' grade office development. Large glazed and terraced levels introduce verticality to the site, while creating a transparent and welcoming atmosphere between the spatial hierarchy of office and public spaces.

The layout of the proposal promotes permeability and travel by active means and the lighting strategy should increase their attractiveness during hours of darkness and improve community security.

The application has been amended in light of concerns raised about the potential overshadowing onto neighbouring developments. The office and MCSP buildings have been repositioned into the site by 5 metres, ensuring that the level of overshadowing onto neighbours is significantly reduced. The repositioned structures will have a negligible impact on neighbouring overshadowing as identified within the supporting Sunlight & Overshadowing Analysis.

The supporting Landscape and Visual Assessment identifies that there will be major-moderate impacts as a result of the demolition and construction phase of the development. As the demolition of Drummond House has since occurred, the impacts anticipated, although intrusive, would not occur over a long period of time. As such, it is assessed that the cumulative impact from the construction phase of the site will be considerate and acceptable.

The LVA identifies 12 viewpoints and assess the impact on permanent views from the proposal. The LVA identifies that the proposal will have some impact on surrounding views; these impacts have been assessed to be moderate and minor in nature. The amended proposals would have slight or little discernible change in key views, and the impacts would be in the form of a higher visual impact from the built form of new structures. In light of the desire to attain higher density developments within the area, the slight increase in urban visibility would be acceptable and understood given the context of the area. As such, the permanent impact from the proposals are moderate at most and acceptable when considered within the wider area.

It is considered that Edinburgh Green, through the quality of its architecture and materials, will improve the quality of the area and have a positive impact on its surroundings.

The proposals are considered to be in accordance with the intent and outcomes of NPF4 Policy 14 and LDP Policy Des 1, Des 3, Des 4, Des 5, Des 7 and Des 8.

Amenity

LDP Policy Des 5 (Development Design - Amenity) states that planning permission will be granted for development where it is demonstrated that the amenity of neighbouring developments is not adversely affected and that future occupiers have acceptable levels of amenity in relation to noise, daylight, sunlight, privacy and immediate outlook.

NPF4 Policy 26 Part e)i) (Business and industry) states that development proposals for business and industry will take into account the impact on surrounding residential amenity, sensitive uses and the natural historic environment. This is addressed below.

A noise impact assessment has been provided in support of the application which considers the potential noise impacts associated with the proposal on the nearest noise sensitive receptors to the site. The nearest sensitive receptors are located approximately 40m from the south western verge of the site. The NIA has identified 48 no. Condensers, 6 no. Hot Water Air Source Heat Pumps and 5 no. Air Handling Units are to be used for the Energy Strategy for each of the office buildings.

The plant is to be located on the roof terrace, enclosed behind baffles. The NIA advises that plant noise will not impact upon the residential amenity of any surrounding noise sensitive properties. The Environmental Protection Service has assessed the proposal in terms of impact on amenity and has concluded that the proposals will not have a detrimental impact on neighbour amenity.

The application will not have a detrimental impact on amenity and complies with LDP Policy Des 4 and NPF4 Policy 26e).

Open Space

LDP policy Env 20 - Open space in new development aims to ensure that development proposals (other than housing) include appropriate open space provision and contribute to Edinburgh's green network where the opportunity arises. This includes green space and civic space.

The proposal includes a variety of public spaces set within the central open space, forming a central civic and natural space for future users and for members of the general public.

The civic square is set around the proposed pavilion and forms seating spaces and an outdoor sports facility. The remaining open space is natural in nature, and is composed of wild meadows, short grass, and blue infrastructure. The quality and usability of the proposed spaces is considered to be good, diverse and appropriate in size, scale and usability to the level of development proposed.

The site has limited scenic quality due to its current uses and adjoining land uses, it has no rare elements or features. The proposal includes a satisfactory landscape plan which will enhance the local landscape quality and will include opportunities for enjoying and learning about natural environment through its green network and amenity spaces.

Transportation

Access and Traffic Generation

LDP Policy Tra 1 (Location of Major Travel Generating Development) states that development which would generate significant travel demand shall demonstrate the suitability of a proposal having regard to: a) the accessibility of the site by modes other than the car b) the contribution the proposal makes to Local Transport Strategy objectives and the effect on targets in respect of overall travel patterns and car use c) impact of any travel demand generated by the new development on the existing road and public transport networks.

The site is in a location that is identified as having a high level of general public transport accessibility in the form of bus stops around the site and, within 250m of the Edinburgh Park Central tram stop and within 400m of the Edinburgh Park rail station, ensuring that non-vehicle modes of transport are accessible and can be preferred by future users of the site. The introduction of a mobility hub to the Redheughs Avenue bus stop will further promote non-vehicle modes of transport by creating a high-quality active travel and public transport interchange for both users of the site and users within the immediate vicinity of the application area.

Pedestrian and cycle permeability through the site will be enhanced through new east-west and north-south active travel corridors, ensuring a higher connection with the wider area while promoting a more active travel user base. The loss of the raised ground level ensures that the entire site is level, allowing barrier free level access and enhancing the connectivity and permeability through the application site.

A Transport Statement has been submitted in support of the application which provides an assessment of the transport considerations associated with the proposal. The Roads Authority raise no objection to the application subject to conditions/informatives.

The applicants have demonstrated that the location proposed is suitable with regard to access by walking, cycling and public transport. Further infrastructure is proposed to promote active travel and public transport options, and the site is made permeable and accessible. The application is acceptable and complies with LDP Policy Tra 1.

Car and Cycle Parking

LDP Policy Tra 2 (Private Car Parking) requires that developments make provision for car parking levels that comply with and do not exceed the parking levels set out in the non-statutory guidance.

A Transport Statement has been submitted in support of the application which highlights the overall reduction of vehicle parking on the site from the existing provision of 930 vehicle spaces distributed in large surface parking, to 516 vehicle spaces located within the south-east multi-storey car park. 88 of these spaces are EV charging spaces, with the remaining spaces labelled as 'enabled for the future'.

A further 37 accessible bays, that are EV charging spaces, are distributed to the rear of each office block. The number of accessible spaces and EV car parking charging points exceeds the Council's minimum requirement and is acceptable.

The total vehicle parking provision, of 553 spaces, exceeds the Council's Parking Standards which permit up to 1 space per 385m² for office use. Therefore, the current vehicle parking provision is in excess of 321 vehicle parking spaces.

The City Mobility Plan (CMP) 2021-2030 includes measurable transport mode share targets which target delivery of more sustainable travel within the city. The mode share targets have been identified within the City Mobility Plan - Mode Share Targets report, which was approved on 11th November 2021. The mode share targets in the CMP are based upon planning for a 30% reduction in kilometres (KMs) travelled by car by Edinburgh residents to contribute to the Scottish Government's target of a national reduction of 20% in car KMs by 2030.

The applicant has reduced the amount of car parking provision by 30% from what existed on site taking cognisance of the 30% mode share target in the CMP. The applicant has demonstrated within the TS, that despite the infringement of parking standards, the level of parking proposed relative to development density will achieve a car mode share of 11% which is less than for the surrounding developments and less than the 30% observed across the city. Traffic generation will be lower than the existing development on site and would be acceptable within the context of the wider area.

This is due to the higher density of development proposed, due to the location of the MSCP, and due to the alternative modes of transportation available on and around the development.

The Roads Authority does not object to the proposal, however, have issued an informative restricting parking to 232 parking spaces.

On balance, the applicants have demonstrated that traffic generated from the development site and the car-mode share will reduce vehicle kilometres which reflects the Council's objectives. Therefore, despite an infringement in parking standards, the proposal will reduce the existing parking provision and will reduce overall traffic generation from the site. As such, it is considered that the proposals will have a negligible impact on road usage and is acceptable in terms of parking provision and traffic generation. A condition is recommended in relation to phasing to ensure that the existing surface car park is put out of use before the multi-storey car park is brought into use.

LDP Policy Tra 3 (Private Cycle Parking) requires that cycle parking and storage within the development complies with Council guidance.

The cycle parking is as follows:

Cycle parking, along with changing facilities are located on the ground floors of each office building. Visitor parking is distributed throughout the landscaped area of the site with further cycle parking located in the mobility hub to the north. The proposed 607 cycle parking spaces is made up of: 150 folding bikes lockers (25%), 226 two-tier (37%), 157 Sheffield stand spaces (29%) and 74 non-standard cycle spaces (12%). There is an addition 112 visitor spaces.

In terms of quantum of spaces, the proposed provision of cycle parking spaces complies with the Council's Parking Standards.

Conclusion in relation to climate mitigation and adaptation

In conclusion, the proposal will be in an infringement of Council's parking standards. However, the applicants have demonstrated that traffic generated from the development site and the car-mode share will reduce vehicle kilometres which reflects the Council's objective. The provision of EV charging points, accessible bays and the cycle provision will meet the Council's requirements of LDP Policies Tra 1, Tra 3 and the proposal is acceptable in terms of transport considerations.

Archaeological Remains

NPF4 Policy 7 (Historic assets and places) part o, states that non-designated historic environment assets, places and their setting should be protected and preserved in situ wherever feasible. Where there is potential for non-designated buried archaeological remains to exist below a site, developers will provide an evaluation of the archaeological resource at an early stage so that planning authorities can assess impacts.

The application site is adjacent to the presumed southern limits of the Gogar/Corstorphine Loch. This shallow post-glacial body of water which stretched westwards from the Gyle towards Corstorphine in the east, finally being drained in the post-medieval period (17th/18th centuries). The loch formed an important focal point for prehistoric, Roman, Dark Age, medieval and latter occupation, and transport.

The site is therefore regarded as occurring within an area of archaeological potential. It is essential therefore that a programme of archaeological work is carried prior to development to ensure the appropriate excavation, recording and analysis of any surviving archaeological remains is undertaken. Accordingly, if permission is granted it is essential that a programme of archaeological works (excavation, analysis & reporting, publication, and public engagement) is undertaken prior to commencement of development in site. This is secured by condition.

The proposed development is in accordance with NPF4 Policy 7.

Edinburgh Airport

Edinburgh Airport has raised no objection to the proposal subject to a condition requiring a bird hazard management plan submitted prior to the commencement of works and obstacle lighting. Further information should be submitted with regards the landscaping plan including numbers of specific trees and an obstacle lighting plan.

Infrastructure first

Tram

Policy 18 of NPF4 encourages an infrastructure first approach to planning and placemaking. The Edinburgh LDP, through policy Del 1 (Developer Contributions) part 1a) and associated Action Programme items, promote sustainable travel and continuing development of Edinburgh's tram network. The application site is within the Tram Contribution Zone as defined in the Council's finalised guidance on Developer Contributions and Infrastructure Delivery (August 2018). The Roads Authority has requested that the applicant contributes the sum of £2,764,944 towards the Edinburgh Tram and this will be secured through a Section 75 legal agreement should the committee be minded to grant planning permission.

NPF 4 policy 18 notes that where planning obligations are entered into, they should meet five tests, which reflect those in Planning Circular 3/2012 (Planning Obligations and Good Neighbour Agreements). Subject to securing the above contribution towards sustainable transport infrastructure, the proposal is acceptable and complies with the above noted development plan policies.

Conclusion in relation to the Development Plan

The proposed development broadly complies with the provisions of NPF4 and the LDP and there is not considered to be any significant issues of conflict.

c) other matters to consider

The following matters have been identified for consideration:

Emerging policy context

On 30 November 2022 the Planning Committee approved the Schedule 4 summaries and responses to Representations made, to be submitted with the Proposed City Plan 2030 and its supporting documents for Examination in terms of Section 19 of the Town and Country Planning (Scotland) Act 1997. At this time little weight can be attached to it as a material consideration in the determination of this application.

Equalities and human rights

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

Consideration has been given to human rights. No impacts have been identified through the assessment and no comments have been received in relation to human rights.

Public representations

The application received 10 letters of representation, 8 objection and 1 comment in support, and 1 neither in support nor objection to the scheme.

The amended scheme was re-notified and received 1 letter of representation, and 1 further letter of representation received after the re-notification period had concluded. Both letters were in objection to the scheme.

The representations are summarised as follows and addressed in the Report of Handling.

Principle

- The proposal does not include residential uses as part of a mixed-use development.

Transport matters

- The proposal will lead to increased traffic;
- The proposed parking exceeds council standards of one space per unit;
- There is a general lack of cycle provision;
- The proposal will not enhance existing pedestrian and cycle movement through and out-with the site;
- There is limited assessment on the impact on public transport options as a result of the increase in users;

Design matters

- The proposed mass, scale and density of the site will have a detrimental impact on neighbouring overshadowing;

Amenity matters

- Excessive vehicle parking provision will have a detrimental impact on neighbour amenity in the area in terms of air pollution and noise;

Conclusion in relation to other matters considered.

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

Overall conclusion

It is concluded that the principle of the development complies with the policies of the Edinburgh Local Development Plan the proposal will not negatively impact on the strategic mixed uses of the area while enhancing the strategic business location. The proposal is compatible with policy priorities that include sustainability in terms of materials use, climate change mitigation and adaptation, and development on brownfield land. The minor infringement on Council Parking Standards is considered acceptable as the proposal will reduce the existing parking provision and will reduce overall traffic generation from the site.

Subject to recommended conditions and an appropriate legal agreement for a contribution towards the Edinburgh Tram, the proposal is acceptable and complies with National Planning Framework 4 and the aims of the 2016 Edinburgh Local Development Plan, as well as the Council's non-statutory Design Guidance. There are no material considerations that outweigh this conclusion.

Section C - Conditions/Reasons/Informatives

The recommendation is subject to the following;

Conditions

1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted. If development has not begun at the expiration of this period, the planning permission lapses.
2. The car parking approved in the Multi Storey Car Park (MSCP) is not made available until such time as the existing surface car parking is decommissioned and put out of use, details to be submitted to the planning authority.
3. Development shall be carried out in accordance with the approved phasing unless agreed in writing with the planning authority.
4. No development shall take place 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 to and approved in writing by the Planning Authority, having first been agreed by the City Archaeologist.

5. Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Planning Authority. The submitted plan shall include details of:
 - management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 3 'Wildlife Hazards.'
 - monitoring of any standing water within the site temporary or permanent

The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the development. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Planning Authority.

6. An obstacle light shall be placed on the highest point of Block A and Block G within the development. The obstacle light must be a Type B low intensity steady state red light with a minimum of 32 candelas. Periods of illumination of obstacle lights, obstacle light locations and obstacle light photometric performance must all be in accordance with the requirements of 'CAP168 Licensing of Aerodromes' (available at www.caa.co.uk/srg/aerodrome).
7. The approved landscaping scheme shall be fully implemented within six months of the completion of the development.
8. The parking spaces with electric vehicle infrastructure as shown in drawings referenced 159-7N-CP-00-DR-A-10100 - Proposed Level 00 GA Plan (P00), 159-7N-CP-01-DR-A-10101 - Proposed Typical GA Plan (Levels 01 - 06) (P00) both dated 3/8/23 and 159-7N-EG-00-DR-A-10000 - Proposed Level 00 GA Site Plan (P02) dated 9/6/22 shall be fitted with at least a 13- amp 3Kw (external three pin-plug) with capacity in mains for 32 - amp 7Kw electric vehicle charging sockets. All other spaces shall be EV enabled (connected so that above ground features are the only future required addition) to allow future connection to easily take place. All full EV spaces shall be installed and operational in full prior to the development being occupied. All other spaces shall be connected to ground level prior to start of use of car park.
9. The pavilion premises shall be restricted to Use Class 3.

Reasons

1. To accord with Section 58 of the Town and Country Planning (Scotland) Act 1997.
2. In order to ensure that the level of vehicle parking provision complies with the approved drawings.
3. To ensure that the development is implemented in a manner which mitigates the impact of the development process on existing land users and the future occupants of the development.
4. In order to safeguard the interests of archaeological heritage.

5. It is necessary to manage the development in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Edinburgh Airport.
6. Permanent illuminated obstacle lights are required to avoid endangering the safe movement of aircraft and the operation of Edinburgh Airport.
7. In order to ensure that the approved landscaping works are properly established on site.
8. In order to ensure that electric vehicle charging infrastructure is suitable.
9. In order to protect neighbouring amenity from any additional noise/odour caused by the proposal.

Informatives

It should be noted that:

1. Consent shall not be issued until a planning obligation or other suitable legal agreement has been concluded in relation to tram contributions.

The applicant will be required to contribute the net sum of £2,764,944 (based on 89,151m² proposed office (£4,635,852) and 35,974m² existing office (£1,870,908) in Zone 2) to the Edinburgh Tram in line with the approved Tram Line Developer Contributions report.

The legal agreement should be concluded within 6 months of the date of this notice. If not concluded within that 6 month period, a report will be put to committee with a likely recommendation that the application be refused.

2. No development shall take place on the site until a 'Notice of Initiation of Development' has been submitted to the Council stating the intended date on which the development is to commence. Failure to do so constitutes a breach of planning control, under Section 123(1) of the Town and Country Planning (Scotland) Act 1997.
3. As soon as practicable upon the completion of the development of the site, as authorised in the associated grant of permission, a 'Notice of Completion of Development' must be given, in writing to the Council.
4. Bat and bird boxes, invertebrate niches such as bee/insect 'hotels' should be provided on the site and additionally, swift bricks and bat bricks should be included on elevations of new buildings and within the site.
5. The applicant should be required to provide a maximum of 232 car parking spaces in line with the Council's parking standards which permit up to 1 space per 385m² for office use.

6. The applicant will be required to contribute the net sum of £2,764,944 (based on 89,151m² proposed office (£4,635,852) and 35,974m² existing office (£1,870,908) in Zone 2) to the Edinburgh Tram in line with the approved Tram Line Developer Contributions report. The sum to be indexed as appropriate and the use period to be 10 years from date of payment.
7. The applicant should consider the provision of car club vehicles in the area.
8. All accesses must be open for use by the public in terms of the statutory definition of 'road' and require to be the subject of applications for road construction consent. The extent of adoptable roads, including footways, footpaths, accesses, cycle tracks, verges and service strips to be agreed. The applicant should note that this will include details of lighting, drainage, Sustainable Urban Drainage, materials, structures, layout, car and cycle parking numbers including location, design and specification. Particular attention must be paid to ensuring that refuse collection vehicles are able to service the site. The applicant is recommended to contact the Council's waste management team to agree details.
9. The applicant should consider developing a Travel Plan including provision of public transport travel passes, a Welcome Pack, a high-quality map of the neighbourhood (showing cycling, walking and public transport routes to key local facilities), timetables for local public transport.
10. A wildlife friendly lighting scheme should be utilised during both the construction and operational phases.

Background Reading/External References

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

Further Information - Local Development Plan

Date Registered: 29 November 2022

Drawing Numbers/Scheme

01A-26A,27,28A-37A,38,39A-47A,48,49A-56A,57,58A-76A,77-86,87A-97A

Scheme 2

David Givan
Chief Planning Officer
PLACE
The City of Edinburgh Council

Contact: Adam Gloser, Planning Officer
E-mail: adam.gloser@edinburgh.gov.uk

Appendix 1

Summary of Consultation Responses

NAME: City Archaeologist
COMMENT: No objection, subject to condition.
DATE: 7 December 2022

NAME: Edinburgh Airport
COMMENT: No objection, subject to conditions.
DATE: 16 January 2023

NAME: Environmental Protection
COMMENT: Environmental Protection raises concerns but does not object to the application
DATE: 14 December 2023

NAME: Scottish Water
COMMENT: Scottish Water has no objection to this planning application
DATE: 2 December 2022

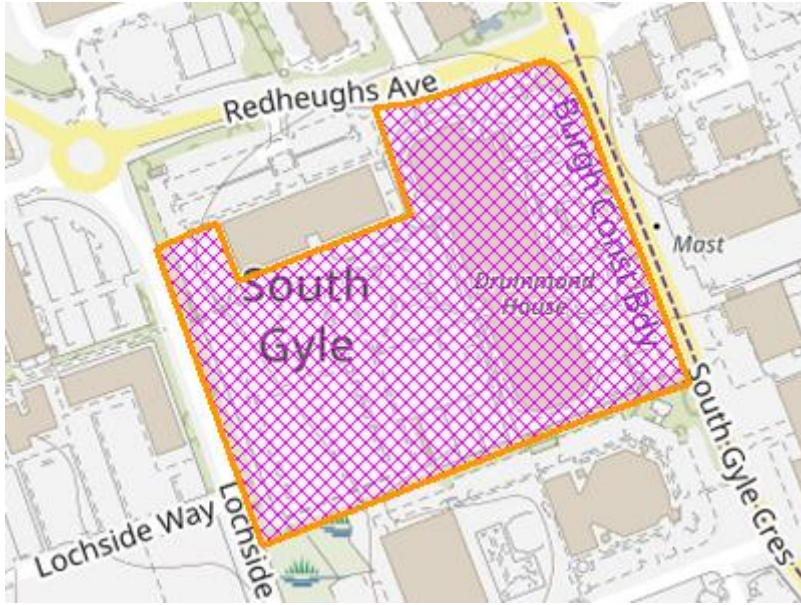
NAME: SEPA
COMMENT: no objection
DATE: 15 December 2022

NAME: Commercial Development & Investment
COMMENT: It is estimated that the proposed development could support approximately 7,864 FTE jobs (7,832 + 32) and £1,456.765 million of GVA per annum (2020 prices) (£1,456.274 + £0.491) if fully let. By comparison, it is estimated that the existing building could support approximately 2,257 FTE jobs and £419.664 million of GVA per annum (2020 prices) if fully let. This represents a net increase of 5,607 FTE jobs (7,864 - 2,257) and £1,037.101 million of GVA per annum (2020 prices) (£1,456.765 - £419.664). Modern office space would be delivered in a strategic location.
DATE: 29 November 2022

NAME: Roads Authority
COMMENT: No objection, subject to informatives/conditions.
DATE: 12 December 2023

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

Location Plan



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