

Development Management Sub Committee

Wednesday 18 December 2019

Application for Approval of Matters Specified in Conds 19/04735/AMC

at Land 267 Metres Northeast Of 399, Old Dalkeith Road,
Edinburgh.

Application for matters specified in conditions 2, 5 and 6 of
planning permission 13/05048/FUL for an expansion to the
Institute of Regeneration and Repair (IRR).

Item number

Report number

Wards

B17 - Portobello/Craigmillar

Summary

The proposal is in accordance with the development plan and planning permission in principle. No representations have been received and there are no issues in terms of equalities and human rights.

Links

[Policies and guidance for
this application](#)

LDPP, LDES01, LDES02, LDES03, LDES04,
LDES07, LEN21, LEMP02, LTRA08, NSG, NSGD02,

Report

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at Land 267 Metres Northeast Of 399, Old Dalkeith Road, Edinburgh.

Application for matters specified in conditions 2, 5 and 6 of planning permission 13/05048/FUL for an expansion to the Institute of Regeneration and Repair (IRR).

Recommendations

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

Background

2.1 Site description

The site is located within the Edinburgh BioQuarter as designated by Policy Emp 2 of the Edinburgh Local Development Plan (LDP) and is 0.9 hectares in area. The site is flat but rises gradually southwards, and contains part of the frontage landscaping and planting of the BioQuarter.

The building is proposed on the northern part of the BioQuarter, adjacent to Little France Drive. It is situated to the immediate northwest of the recently completed Institute for Regeneration and Repair (IRR) and is proposed as an extension to the IRR.

To the south and east of the site is an existing public footpath with landscaping that links the northern and southern sections of the BioQuarter with bridges over the central canal feature. Running between the building and the IRR is a proposed footpath providing a strategic link between the northern and southern sections of the BioQuarter and the central landscape feature as well as the Edinburgh Royal Infirmary to the northwest of the site across Little France Drive.

2.2 Site History

23 December 2004 - Outline planning permission was granted for the development of a biomedical research centre on a 27 ha site. This followed the signing of a planning agreement regarding developer contributions towards transport, landscape and river restoration projects. The Committee also approved in principle a Masterplan for the development on 8 December 2004 (application number: 02/04372/OUT).

16 February 2005 - Planning permission was granted for depositional earthworks on land to the east of the biomedical research centre site and for screen woodland planting along the southern and eastern boundaries of the site (application number: 04/03443/FUL).

31 March 2005 - Submission of Reserved Matters in respect of first phase infrastructure works (roads, drainage and landscaping) further to the outline planning permission granted on 23 December 2004 for the development of a centre for bio-medical research (application number: 02/04372/OUT) (as amended)(application number: 05/00022/REM).

13 August 2008 - reserved matters application was approved for the development of centre for regenerative medicine, comprising facilities for biomedical research and support services with associated car parking and access (application number: 08/00344/REM).

23 September 2008 - A reserved matters application was approved for a temporary car park and associated lighting and engineering works on plot 2 to serve plot 5 (application number: 08/02420/FUL).

15 April 2015 - Section 42 application to vary conditions 1 and 3 attached to outline planning permission 02/04372/OUT (Centre for Bio-Medical Research including educational, health and support facilities) (application number: 13/05048/FUL).

5 November 2015 - Application for matters specified in conditions of planning permission in principle 02/04372/OUT relating to conditions 2, 3, 4, 5 and 6 of 13/05048/FUL for 2 no. modular office buildings, associated car parking and amended vehicular access arrangements was approved (application reference: 15/02579/AMC).

15 February 2017 - Application approved for matters specified in conditions 2, 4, 5, 6, 9, 10 & 11 of planning permission 13/05048/FUL for the new Institute of Regeneration and Repair (IRR). The IRR is proposed to house researchers and support staff for the University of Edinburgh within a building of approx 9,100sqm over 4-storey and include a Translational Research component, seminar spaces, a cafe and a gym space (application number: 16/03293/AMC). This building is under construction and is the building to which this application proposes to extend.

21 December 2018 - Application approved for matters specified in conditions 2, 4(c)(d), 5 and 6 of 13/05048/FUL for the construction of a 3 storey life science laboratory and open plan office building, with roof top plant enclosure (application number: 17/02395/AMC).

26 September 2019 - Application submitted for planning permission for the relocation of existing footpath and utilities at Little France Drive (application number: 19/04599/FUL).

Main report

3.1 Description of the Proposal

This application seeks approval of matters specified in condition 2, 5, and 6 of planning permission 13/05048/FUL.

Condition 2 requires the submission of design details of the building and external landscaping.

This application seeks approval for the erection of an extension to the Institute for Regeneration and Repair (IRR).

The building is proposed to be located to the immediate north of the existing IRR building. The building is proposed to be six storeys in height with additional height for plant on the roof. The total height of the building (without the plant) is approximately 79.5 metres above ordnance datum (AOD), which is approximately 27 metres in height when measured from ground level. The external materials are proposed to be aluminium cladding and glass, similar to the existing IRR.

The extension is proposed to be connected to the existing IRR building by means of a glazed link which is 5.6 metres wide. This feature also provides the entrance into the buildings.

With regards to vehicle and pedestrian access, a key feature of the movement strategy for the BioQuarter is that vehicle traffic is kept away from the central plaza spaces and the proposed new main pedestrian/cycle thoroughfare (Exhibition Walk), which is located immediately adjacent to the building. The main pedestrian flow from the Royal Infirmary Building will be along the main spinal route through the BioQuarter, which creates a dedicated route for university staff and students moving between the proposed building and the existing university buildings to the north of the hospital building, alongside visitors coming to the BioQuarter.

As such, there is no vehicle access to the plaza area outside the proposed building, and deliveries will use the existing access point off Little France Drive (currently used by SCRM).

Internal cycle parking is situated within the existing IRR building, where 72 existing spaces are located. Cycle racks are proposed at various locations across the BioQuarter site as part of a wider strategy.

Car parking provision is proposed to be addressed at a campus wide level across the BioQuarter, so provision is made for disabled parking in conjunction with that already in place at the SCRM, with further provision coming as the BioQuarter is further developed. The existing road for servicing and deliveries (to the east of the proposed building, adjacent to the existing SCRM), will also bring servicing vehicles away from pedestrians.

Landscaping is proposed to comprise of hard and soft areas, where the hard landscaping is proposed around the footprint of the building, with grass and shrubs and trees in spaces between the building and Exhibition Walk and Little France Drive. The existing trees along the frontage of the site are proposed to be retained.

Conditions 5 and 6 relate to SUDS and flooding. It is proposed that surface water will be treated using a stone layer under a storage tank to the north of the building prior to the connection with the Scottish Water sewer. There will be no distribution pipes through the tank so the roof water will have to travel through the stone and as a result be provided with a Stage 1 treatment.

Supporting Statements

The following documents were submitted in support of the application:

- Drainage Strategy;
- Design Statement;
- Planning Statement, and;
- Plant Noise Assessment.

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

Scheme 1

The original proposal saw the building closer to Little France Drive. The position of the building has been revised in order to accommodate the tram safeguard. This has been achieved by providing a smaller link between the extension and the original building.

3.2 Determining Issues

Section 25 of the Town and Country Planning (Scotland) Act 1997 states - Where, in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.

Do the proposals comply with the development plan?

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

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

3.3 Assessment

To address these determining issues, the Committee needs to consider whether:

- (a) The development complies with the planning permission in principle;
- (b) The details of the development are acceptable
- (c) There will be any equalities or human rights impacts and
- (d) The representations have been addressed.

(a) Compliance with the Planning Permission in Principle

In terms of assessing this proposal against the masterplan, the use of the building is a use that is consistent with the uses established by the planning permission in principle.

The Height of the Building

The planning permission in principle (13/05048/FUL) established the masterplan for the development of the BioQuarter. The key diagram of the masterplan indicates where the primary frontages and areas of enhanced public realm will be located. It also outlines the maximum heights of the buildings. In this area, the maximum height is stipulated at 20 metres.

In terms of design, the siting of the building is in accordance with the principles of the layout with regards to key frontages and providing a strong urban edge. However, the height of the proposed building is approximately seven metres taller than the 20 metres as set out in the key diagram of the masterplan. When considering the context of the buildings, and the fact that the existing adjoining building IRR is set at over 75 metres AOD due to ground level differences, the height will not impact on the ridge or any sensitive area. Views from various sensitive locations have been provided, including Craigmillar Castle. The views show that the building will sit comfortably within the context of the BioQuarter and will not have a detrimental impact on wider views. Once other buildings are constructed throughout the BioQuarter, the roofscape will be varied and there will be areas where plant and roofscapes will pop up.

Therefore, the proposal is broadly in accordance with the masterplan and planning permission in principle in this instance.

Impact on the Tram Route Safeguard

The building is proposed to be located along Little France Drive and the front of the building is set back in order to accommodate the tram reservation route.

The proposed location of the building will leave a corridor of approximately 31 metres wide as a tram and road reservation. Whilst there is no definitive tram reservation or design at this location, the 31 metre corridor is sufficient to accommodate the tram infrastructure along with the associated cycle, pedestrian and motor vehicle routes.

However, this width is not considered sufficient to accommodate a tram stop and therefore the proposed building will influence the location of a tram stop serving this part of the BioQuarter. It should therefore be noted that the proposed development does not set a precedent for the location of future buildings along the Little France Drive corridor.

On this basis, the Roads Authority has not objected to the application. The proposal complies with LDP Policy Tra 7 (Public Transport Proposals and Safeguards), which requires that developments should not prejudice the implementation of public transport proposals and safeguards.

The footpaths will require to be stopped-up under Section 207 of the Town and Country Planning Act.

The proposal is in accordance with the planning permission in principle and associated masterplan.

(b) Acceptability of the Details

Condition 2(a) - Building Design

Policies Des 1 to Des 7 of the adopted Edinburgh Local Development Plan (LDP) set the policy framework for the design of developments.

The siting of the building creates a strong urban frontage onto Little France Drive and responds to the main pedestrian thoroughfare through the BioQuarter.

The design of the building is commensurate with the existing buildings in the BioQuarter, particularly the existing IRR, which it will be attached to via a glazed link. This link also provides an entrance feature into the buildings, which provides legibility. The materials are the same as the existing IRR and are appropriate in this location.

As noted above, the building (taking into account the plant on the roof) is higher than the existing IRR and considerably higher than the adjacent SCRM building. However, due to ground level differences, the height will not appear incongruous at this location. The plant on the roof has been finished with a series of louvres in order to rationalise and improve its appearance.

Overall, the building is acceptable in terms of its materials, height and scale and will provide a strong frontage onto Little France Drive. The active frontages onto Exhibition Walk and Little France Drive are appropriate and will provide a level of activity onto these streets.

The design, scale and height of the buildings is acceptable and accords with the design policies of the LDP.

Condition 2(b) and 2(d) - Access for pedestrians and vehicles

There is no vehicle access to the plaza area outside the building so deliveries will use the existing access point off Little France Drive (which is currently used by the adjacent SCRM building). This is acceptable and reduces pedestrian/vehicle conflicts. It also helps to reinforce the main pedestrian/cyclist-only thoroughfare.

Within the existing building, there is dedicated cycle storage space for 72 cycles and associated changing and wash facilities. The floorspace of the proposed building requires an additional 30 spaces and this is secured by a condition of the consent. Additional transport matters regarding City Car Club spaces and the submission of a travel plan are dealt with as informatives.

The access proposals and proposals for cycle storage are acceptable.

Condition 2(c) - Car Parking

Car parking provision is proposed to be addressed at a campus-wide level so cannot be fully addressed at this stage. However, no specific parking is proposed within the curtilage of the application site, and accessible parking provision sufficient to serve this site is provided within the parking area of the adjacent SCRM site.

This is acceptable.

Condition 2(e) - Landscape

The landscape strategy for the site is proposed to form part of the landscaping for the existing IRR, which contributes towards the wider strategy for the BioQuarter.

The overall design and layout of the landscaping is robust, and will provide a good basis for the future landscaping design in the rest of the BioQuarter.

Condition 2(f) - Noise from Plant

A Plant Noise Assessment was submitted in support of the application.

The nearest living apartment, when considering compliance with the planning condition, is situated to the south west on Dalkeith Road at a distance of approximately 300 metres. The nearest noise sensitive receptors to this proposed building are incorporated within the BioQuarter site itself. To the east is the existing SCRM research building, to the south is outdoor break-out space with Building Nine beyond and to the west is the new Scottish Enterprise MOB2 building.

All these receptors fall within approximately 25 metres of the proposed perimeter edge and will be typically sensitive during daytime hours 07:00 to 23:00.

Based on the lowest recorded background noise level (47 dB LA90,15min recorded at Position A1 on 22/09/16 14:52) a noise limit of 52 dB is to be achieved at a distance of 25 m from the building edge.

Additional monitoring will be carried out once the building is operational in order to comply with Condition 2(f). However, at this stage, the results from the Plant Noise Assessment are acceptable.

Condition 2(g) - Relationship to Masterplan

Condition 2(g) of the planning permission in principle seeks that the development should show its relationship with the wider masterplan. The plans show how the immediately adjoining areas can be developed in line with the landscape strategy and Exhibition Walk. A parking strategy will form part of a subsequent application, and this will provide parking provision for the entire BioQuarter.

Conditions 5 and 6 - SUDS and Flooding

The planning permission in principle required that no development shall take place on that part of the site which lies within an area of importance for flood control unless supported by a Flood Risk Assessment (based on a 1:200 year return period flood standard) which shall demonstrate that:

- a) The development will not reduce the area available for the storage of flood water. Any proposal for ground raising, or obstruction by buildings, within this area must include the provision of an equivalent compensatory storage volume.
- b) Proposed buildings will not prejudice options for the restoration and realignment of the open watercourses, or the removal of culverts, outwith the site.
- c) Proposed buildings and their levels have been designed in accordance with the Guidelines, and which take into account the vulnerability of the site to flooding.

An updated Flood Risk Assessment (FRA) was submitted and SEPA noted that the proposed development was sufficiently elevated above the adjacent Niddrie Burn and hence would not reduce the area available for flood storage. The 1:200 year flood level (including an allowance for climate change for this area) was approximately 51.2 metres AOD. The development is situated on existing ground levels above 52.5 metres AOD.

SEPA has indicated that it has no objections to this proposal in terms of SUDS and flood risk, and CEC Flood Planning are satisfied that the site can be developed without any detrimental flood risk impact.

(d) Representations

No letters of representation have been received.

Conclusion

The proposal is in accordance with the development plan and planning permission in principle. No representations have been received and there are no issues in terms of equalities and human rights.

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

3.4 Conditions/reasons/informatives

Conditions:-

1. Prior to the commencement of works on site, a plan shall be submitted showing the provision of an additional 30 spaces for cycle storage for approval by the Planning Authority. It shall then be implemented as per the agreed plan.

Reasons:-

1. In order to ensure adequate cycle parking within the development.

Informatives

It should be noted that:

1. Footpaths and roads affected by the proposal will require to be stopped up under Section 207 of the Town and Country Planning Act.
2. The development hereby permitted shall be commenced no later than the expiration of two years from the date of this consent or from the date of subsequent approval of matters specified in conditions, or three years from the date of planning permission in principle, whichever is the later.
3. 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.
4. 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.
5. The applicant should consider the provision of car club vehicles within the vicinity of the site.
6. The applicant should consider developing a Travel Plan including the provision of 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 and real time information.

Financial impact

4.1 The financial impact has been assessed as follows:

There are no financial implications to the Council.

Risk, Policy, compliance and governance impact

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

Equalities impact

6.1 The equalities impact has been assessed as follows:

The application has been assessed and has no impact in terms of equalities or human rights.

Sustainability impact

7.1 The sustainability impact has been assessed as follows:

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

Consultation and engagement

8.1 Pre-Application Process

Pre-application discussions took place on this application.

8.2 Publicity summary of representations and Community Council comments

No representations have been received.

Background reading/external references

- To view details of the application go to
- [Planning and Building Standards online services](#)
- [Planning guidelines](#)
- [Conservation Area Character Appraisals](#)
- [Edinburgh Local Development Plan](#)
- [Scottish Planning Policy](#)

Statutory Development

Plan Provision

The site is allocated in the adopted Edinburgh Local Development Plan as a business area specifically for the development of the BioQuarter.

Date registered

4 October 2019

Drawing numbers/Scheme

01, 02, 03A -16A, 17, 18, 19A,

Scheme 2

David R. Leslie

Chief Planning Officer

PLACE

The City of Edinburgh Council

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Links - Policies

Relevant Policies:

Relevant policies of the Local Development Plan.

LDP Policy Des 1 (Design Quality and Context) sets general criteria for assessing design quality and requires an overall design concept to be demonstrated.

LDP Policy Des 2 (Co-ordinated Development) establishes a presumption against proposals which might compromise the effect development of adjacent land or the wider area.

LDP Policy Des 3 (Development Design - Incorporating and Enhancing Existing and Potential Features) supports development where it is demonstrated that existing and potential features have been incorporated into the design.

LDP Policy Des 4 (Development Design - Impact on Setting) sets criteria for assessing the impact of development design against its setting.

LDP Policy Des 7 (Layout design) sets criteria for assessing layout design.

LDP Policy Env 21 (Flood Protection) sets criteria for assessing the impact of development on flood protection.

"LDP Policy Emp 2 (Edinburgh BioQuarter) Development within the boundary of Edinburgh Bioquarter as defined on the Proposals Map will be granted provided it accords with the Bioquarter Development Principles to be further detailed through Supplementary Guidance."

LDP Policy Tra 8 (Provision of Transport Infrastructure) sets out requirements for assessment and mitigation of transport impacts of new development.

Relevant Non-Statutory Guidelines

Non-Statutory guidelines Edinburgh Design Guidance supports development of the highest design quality and that integrates well with the existing city. It sets out the Council's expectations for the design of new development, including buildings, parking, streets and landscape, in Edinburgh.

Appendix 1

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Consultations

Roads Authority, 3 December 2019

No objections to the application subject to the following being included as conditions or informatives as appropriate:

- 1. The applicant should consider additional cycle parking provision in line with the Council's parking standards which would require 43 spaces for the proposed 6,500 square metres (1 space per 150 square metres);*
- 2. In support of the Council's LTS Cars1 policy, the applicant should consider the provision of car club vehicles in the vicinity of the site;*
- 3. In accordance with the Council's LTS Travplan3 policy, the applicant should consider developing a Travel Plan including provision of 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 and real time information;*
- 4. The applicant should note that the Council will not accept maintenance responsibility for underground water storage / attenuation.*

Note:

- The proposed location of the IRR extension building will leave a corridor approximately 31m wide as a tram and road reservation. Whilst there is no definitive tram reservation or design at this location, the 31m corridor appears sufficient to accommodate the tram infrastructure along with the associated cycle, pedestrian and motor vehicle routes. However, it should be noted that this width is not considered sufficient to accommodate a tram stop and therefore the proposed building will influence the location of a tram stop serving this part of the BioQuarter. It should therefore be noted that the proposed development does not set a precedent for the location of future buildings along the Little France Drive corridor;

- No additional car parking is proposed in connection with this proposed development;

- Whilst the site lies within the Sheriffhall Junction contribution zone, no costs have been identified;

- A total of 72 cycle parking spaces are provided within the consented IRR building.

Flood Planning, 4 December 2019

Flood Prevention are satisfied for this application to be determined, with no further comments from our department.

SEPA, 9 December 2019

We have no objection to the proposed development on flood risk grounds. Notwithstanding this we would expect Edinburgh Council to undertake their responsibilities as the Flood Prevention Authority.

Technical Report

1. *We have been involved in numerous planning applications for this site and the larger BioQuarter Science Park development. This application is for the expansion of the Institute of Regeneration and Repair. We responded briefly earlier in December 2019 as we were consulted on a Drainage Strategy Plan for Plot 4 expansion. We noted that:*

- *Section 4 stated that a Flood Risk Assessment (FRA) was in the process of being updated.*
- *PAN69 was still referenced in the Strategy.*
- *The Site Plan showed that the lowest part of the development taking place on ground levels of approximately 52-53.5mAOD. The lowest ground levels on site were approximately 51.5mAOD.*
- *A climate change allowance of 20% had been applied.*

2. *We have been supplied with an updated FRA by Kaya Consulting dated 28 November 2019. We would note that no new analysis on the modelled Niddrie Burn peak flows has been undertaken and the information is generally taken from the Arup 2018 FRA. However, the FRA has identified a 1:200 year flood level for the site, including a 40% allowance for climate change, of 52mAOD. There are uncertainties associated with this flood level due to large uncertainties associated with the Niddrie Burn being an ungauged catchment and no further detailed modelling work being undertaken to derive this level.*

3. *From the information provided, the development will take place out with the 1:200 year flood extent, but may be encroaching within the 1:200 year flood extent when a climate change allowance is included. A finished floor level of 52.5mAOD is proposed, which should mitigate the residual risk from the aforementioned uncertainties. The applicant may wish to consider raising the finished floor levels higher given the cost implications and sensitivity of building use to reduce any residual flood risk further. We would recommend that the applicant considers flood resistant and resilient materials during design and construction of the building expansion to mitigate any residual risk of flood water touching the building.*

4. *The council should be satisfied with the Drainage Strategy Plan.*

Caveats & Additional Information for Applicant

The SEPA Flood Maps have been produced following a consistent, nationally-applied methodology for catchment areas equal to or greater than 3km² using a Digital Terrain Model (DTM) to define river corridors and low-lying coastal land. The maps are indicative and designed to be used as a strategic tool to assess flood risk at the community level and to support planning policy and flood risk management in Scotland. For further information please visit <http://www.sepa.org.uk/environment/water/flooding/flood-maps/>

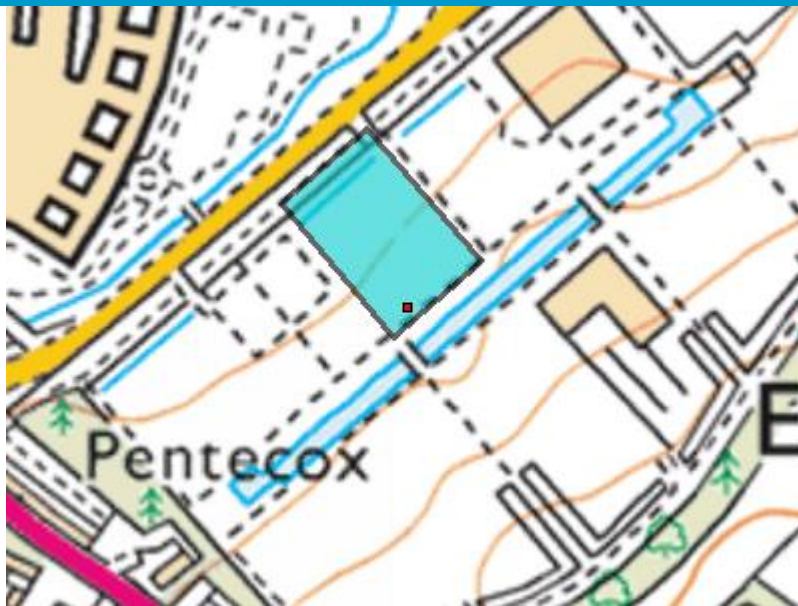
Please note that we are reliant on the accuracy and completeness of any information supplied by the applicant in undertaking our review, and can take no responsibility for incorrect data or interpretation made by the authors.

The advice contained in this letter is supplied to you by SEPA in terms of Section 72 (1) of the Flood Risk Management (Scotland) Act 2009 on the basis of information held by SEPA as at the date hereof. It is intended as advice solely to Edinburgh Council as Planning Authority in terms of the said Section 72 (1). Our briefing note entitled: "Flood Risk Management (Scotland) Act 2009: Flood risk advice to planning authorities" outlines the transitional changes to the basis of our advice in line with the phases of this legislation and <http://www.sepa.org.uk/environment/land/planning/guidance-and-advice-notes/> can be downloaded from

I have just received further brief comments from our hydrologist.

The FRA does note that flooding will occur along Little France Drive which would prohibit safe access/egress along this road during a 1:200 year flood event. However, there is higher ground to the south of the site, which would allow for pedestrian evacuation. The council should be satisfied with this proposal.

Location Plan



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