

Development Management Sub-Committee Report

Wednesday 4 September 2024

**Application for Planning Permission
5 Almond Avenue, Ingliston, Edinburgh**

Proposal: Erection of extensions to hotel (phased) including landscaping, drainage, and car parking.

**Item – Committee Decision
Application Number – 23/04655/FUL
Ward – B01 - Almond**

Reasons for Referral to Committee

The application is referred to the Development Management Sub-Committee as a Tram contribution of £591,469 is required and a transport contribution towards the West Edinburgh Contribution Zone of £272,481 is required. Under the Council's Scheme of Delegation, as the contribution sought exceeds £250,000, 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 hotel extension is acceptable in the Edinburgh Airport Special Economic Area and re-use of a brownfield site is supported by the development plan. The design and phased approach is acceptable and the extension complements the existing hotel in terms of appearance, mass, and scale. The site layout represents co-ordinated development, which is easily navigable by pedestrians, while the landscape proposal will contribute positively to a sense of place and deliver biodiversity enhancement to the site.

Subject to the recommended conditions and the conclusion of a legal agreement in relation to a tram contribution and a cumulative transport contribution the proposed hotel extension is acceptable and complies with the development plan. There are no material considerations which outweigh the conclusion that the proposal accords with the development plan.

SECTION A – Application Background

Site Description

The application site is located within the urban area of Edinburgh Airport, lying directly to the south of the airport's main terminal buildings, control tower and car park. The site contains an existing 240-bedroom hotel and associated car park within a surrounding landscaped area and hardstanding inclusive of ancillary facilities including refuse storage and boundary fencing. The site is accessed from Almond Avenue which comes off Almond Drive from the west. The site has some existing vegetation and trees with landscaped mounding around parts of the site's perimeter, notably at the southern boundary with Fairview Road. A Spitfire memorial sculpture sits on the northern perimeter of the existing hotel building. An existing office building is located to the west of the site boundary and other notable roads around the site include Jubilee Road to the north and Fairview Road to the south. The site is accessible from Almond Avenue and a pedestrian access from Jubilee Road to the north, both of which are unadopted routes.

Description of the Proposal

Scheme 2

The applicant proposes a hotel extension to the existing Hampton by Hilton hotel at Almond Avenue including landscaping, drainage, car and cycle parking, and ancillary servicing facilities. It is proposed that the extension would be delivered as a stand-alone building to be delivered in two distinct phases. The position of the extension is to the south of the existing hotel building with a parallel layout to the existing hotel building. A ground floor link to the extension provided between both buildings as part of phase 1.

The proposed hotel accommodation would include 240 bedrooms, to complement the existing 240 bedrooms at the existing hotel. Phase 1 would introduce 150 bedrooms, and phase 2 would make up the 90 remaining bedrooms. The ground floor of the extension would include meeting rooms, office space, a social zone, luggage and storage space, a fitness room and various back of house services. Storeys 1-5 would comprise bedroom accommodation.

Both phases are proposed to rise to six storeys in height with a plant enclosure at the roof level. For phase 1 an area of 5,885.14 sqm. is proposed and a further area of 3,289.87 sqm. is proposed in phase 2 of the extension. From the ground floor level, the hotel will be approximately 22 metres in height to the top of the roof level plant enclosure.

Materials for both phases of the proposal, include the use of grey brickwork at the ground level, with grey aluminium cladding, bronze metallic aluminium cladding, and glazed curtain walling at ground floor windows and bedroom windows. Screening of plant at the roof level is proposed, while detailing throughout the development includes recessed areas of brick and aluminium, areas of glazing and projecting mullions. Doors and windows would be aluminium framed.

The application red line area includes car, coach, bicycle, and motorcycle parking spaces associated with the existing 240-bedroom hotel, currently allowing space for 71 cars, with an additional four accessible spaces and two drop-off spaces, one coach, nine motorcycles, and 26 bicycles.

The proposed site layout up to the conclusion of phase 2 proposes a new car park area to the south of the hotel extension for patrons of the hotel, adding 40 car spaces to the existing 77 and resulting in 117 spaces in total for the existing hotel and proposed extension. Of the 40 new spaces, phase 1 of the extension would introduce 29 spaces including five accessible spaces and 15 electric vehicle (EV) spaces plus two further EV chargers at accessible spaces. As part of phase 1, 24 bicycle parking spaces are proposed. Upon completion of phase 2 of the extension 11 further car spaces would be built, inclusive one accessible space, and one additional EV space taking EV spaces to 18 in total. The car park for the existing hotel is included in the red line area, and this will be retained and partly reconfigured provide to provide a mix of standard, accessible and electric vehicle parking spaces for the existing and proposed hotel extension tailored to the proposed phasing strategy. The new proposed parking area would be accessible from a new service road from Almond Avenue. This route would allow access for refuse collection and servicing, where a new refuse store would be located between the existing and new hotel buildings.

Two new bicycle stores are proposed, each providing capacity for 12 bicycles (24 new spaces in total). One of the stores will be covered and suited to short stay trips, while the second store will be secure to cater for staff and longer stays. The two new cycle stores are located beside the main entrance to the existing hotel and an existing cycle parking store. In combination with the cycle parking at the existing hotel, 50 bicycle parking spaces are provided for the 480-bedroom hotel upon completion of phase 2.

The landscape strategy for the site includes the removal of nine trees in phase 1, with a further tree removed in phase 2. A phased landscape and habitat scheme is proposed to include six extra heavy standard trees, raised planters, wildflower seeding, insect baskets and gabion boxes, hedgehog boxes, replacement planting. Tree protection measures are proposed for existing hedge and retained trees. The hard landscaping scheme includes bench seating, areas of block paving varying in colours, blacktop vehicular surface, and post and wire fencing to the south and eastern boundaries to match existing fencing.

Scheme 1

The initial development proposal included greater areas of hard standing associated with car parking, inferior pedestrian wayfinding through the car parking area, additional tree removal, and different cycle parking arrangements. The initial ground and finished floor levels were adjusted in response to SEPA comments, and the applicant submitted details of compensatory storage for flood mitigation during construction. Ground floor access points were revised.

Supporting Information

The applicant submitted information and several technical documents in support of the application. These are available to view on the Planning & Building Standards Online Services:

- Application form(s) and supporting plans.
- Design & Access Statement
- Pre-Application Consultation Report
- Planning Statement
- Transport Assessment
- Flood Risk Assessment (FRA) and Drainage Assessment, and FRA Addendum
- Noise Assessment
- Air Quality Assessment
- Geo-Environmental Desk Study report
- Planning Energy Strategy Report
- Landscape specification and maintenance details.
- Tree Survey and Arboricultural Impact Assessment
- Preliminary Ecological Appraisal
- Biodiversity Enhancement Plan
- Bird Hazard Management Plan
- Archaeological Works Written Scheme of Investigation
- S1 sustainability form

Relevant Site History

10/00043/PAN

Site At
Almond Avenue
Edinburgh

Development of 1 hotel building incorporating a 150-bed hotel (3 *+/4 *) and a 200-bed hotel (3 *) together with associated ancillary uses, car parking and landscaping, the final development form will be determined through design evolution.

Approved
21 January 2010

10/01392/FUL

Site At
Almond Avenue
Edinburgh

Proposed 350 bed hotel, on site car parking and landscaping, together with associated infrastructure works.

Granted
17 April 2012

12/01892/PND

Site 123 Metres Southeast of Edinburgh Airport Police Station
Almond Avenue
Edinburgh

Application for prior notification and prior approval, Prior notification/approval for demolition of 5 no. existing buildings on land at Almond Avenue, Edinburgh Airport, Edinburgh.

Permission is not required.
20 July 2012

17/01546/PAN
5 Almond Avenue
Edinburgh
EH12 9GN

Erection of hotel development (up to 260 beds) with associated landscaping, car parking and ancillary uses

Pre-application Consultation approved.

13 April 2017

21/03840/PAN
5 Almond Avenue
Edinburgh
EH12 9GN

Extensions to existing hotel.

Pre-application Consultation approved.

4 August 2021

Other Relevant Site History

29 July 2015 - Planning permission was granted for the 'erection of hotel and associated facilities, car parking and landscaping (as amended)' at 1, 2, 3, 4 Edinburgh Airport Police Station, Almond Road, Edinburgh Airport, Edinburgh, EH12 9DN (Application reference: 15/00661/FUL).

15 November 2018 - Planning permission was granted for the 'Erection of a six-storey hotel (Class 7), with associated facilities, car parking and hard and soft landscaping (as amended)' at Edinburgh Airport Police Station, Almond Road, Edinburgh Airport, Edinburgh, EH12 9DN (Application reference: 17/03186/FUL).

Pre-Application process

Pre-application discussions took place on this application.

Consultation Engagement

SEPA

Roads Authority

Edinburgh Airport safeguarding

Flood Planning

Scottish Water

Environmental Protection service

Archaeology service

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

Publicity and Public Engagement

Date of Neighbour Notification: 10 October 2023

Date of Renotification of Neighbour Notification: Not Applicable

Press Publication Date(s): 13 October 2023

Site Notices Date(s): Not Applicable

Number of Contributors: 0

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:

- NPF 4 policies 1, 2, 3, 4, 6, 9, 11, 12, 13, 14, 18, 19, 20, 22, 23, 30,
- LDP policies Del 1, Des 1, Des 2, Des 3, Des 4, Des 5, Des 7, Des 8, Des 12, Env 12, Env 16, Env 21, Env 22, Emp 4, Emp 10, Tra 1, Tra 2, Tra 3, Tra 4, RS 6,

The non-statutory Edinburgh Design Guidance is a material consideration that is relevant in the consideration of several LDP policies relating to design.

Principle of use

The LDP identifies this application site as being within the urban area and the Edinburgh Airport Special Economic Area (policy Emp 4). Policy Emp 10 (Hotel Development) must be considered alongside policy Emp 4.

Clause b) of LDP policy Emp 10 further identifies that hotel development will be permitted within the boundary of Edinburgh Airport. The site is located within the Edinburgh Airport Special Economic Area (Policy Emp 4) which requires ancillary proposals to the airport to have a direct functional link to the airport and accord with the West Edinburgh Strategic Design Framework (WESDF) and other LDP policies. The proposal would provide additional hotel accommodation to supplement the existing hotel and to meet demand from growing passenger numbers at Edinburgh Airport.

Policy Emp 4 requires new development to demonstrate how proposals will contribute to meeting the mode share targets set out in the WESDF. It is intended that the WESDF, which was prepared in 2010, will shortly be rescinded and replaced with the West Edinburgh Placemaking Framework and Strategic Masterplan (WEPFSM) which does not include the application site in the masterplan area. Transport aspects of the proposal are considered below within this assessment.

NPF 4 Policy 30 (Tourism) seeks to encourage, promote, and facilitate sustainable tourism development which benefits local people, is consistent with our net zero and nature commitments, and inspires people to visit Scotland. Part a) of the policy states that development proposals for new or extended tourist accommodation in locations identified in the LDP will be supported. Hotel development within the Edinburgh Airport Special Economic Development Area is supported and the proposal in turn accords with NPF 4 policy 30 a).

Part b) criterion i-vii of NPF 4 policy 30 outline the considerations for tourism related development including economic, community, transport, accessibility, compatibility with the surrounding area, and environmental impacts. The hotel extension of 240 bedrooms to an existing hotel will have a small but positive economic effect and is compatible in terms of scale with the surrounding area with no impacts on surrounding communities. The proposal is close to existing transport infrastructure with connections to the City and other parts of Scotland, and near the Royal Highland Centre which hosts events which may attract tourists. With reference to accessibility, floor levels will be the subject of Scottish Building Standards which requires 5% of all rooms to be accessible, accessible car parking is provided in accordance with the Council's parking standards, and lift access to upper floors is provided for all future guests. The applicant has identified that air source heat pumps and photovoltaic panels will be used for heating and hot water. Access to the natural environment at this location as required by part b) criteria vii is a challenge at this location, however areas of landscaping and planting are included. Parts c), d) and e) of the policy are not applicable to the application. Overall, the proposal accords with the applicable parts of NPF 4 policy 30.

Subject to compliance with other development plan policies the proposal for a hotel at this location is acceptable in principle.

Sustainability and climate

NPF 4 policies 1-3 give significant weight to the global climate and nature crises to ensure that it is recognised as a priority in all plans and decisions.

Brownfield land, zero waste, energy.

NPF 4 policy 9 (Brownfield, vacant and derelict land, and empty buildings) 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. Criterion a) of this policy supports development proposals that will result in the sustainable use of brownfield land, noting that the biodiversity value of the land should be taken into account. The site's previous use was a surface car park and re-use of the land is supported by criterion a). A supporting Preliminary Ecological Appraisal identifies that the site and the immediate boundaries within 100 metres include buildings and developed land, modified grassland, neutral grassland, hedgerows, and broadleaved woodland. While some trees and neutral grassland would be lost to the development, a Biodiversity Enhancement Plan has been prepared where recommendations for mitigation are proposed. Inclusion of these mitigation measures will enhance the biodiversity value of the site, by providing six extra heavy standard trees, raised planters, wildflower seeding, insect baskets and gabion boxes, and hedgehog boxes. Acceptable tree protection measures are proposed for trees at the site's boundary to the south.

Criterion b) of the policy does not apply as the proposal is not on a greenfield site. Criterion c) states that where any brownfield land is known to be or is suspected of being contaminated development proposals must demonstrate that the land can be made safe and suitable for the proposed use. The site's history and recent land uses includes a surface car park and a small area of landscaping with soft landscaping; subject to compliance with a recommended condition for further site investigations and any remedial or protective measures, the proposal accords with the terms of NPF 4 policy 9. Criterion d) of the policy concerns reuse of existing buildings and does not apply.

National Planning Framework 4 Policies 11 (Energy) and 12 (Zero Waste) apply to this proposal. The intent of NPF 4 policy 11 is generally to encourage, promote and facilitate all forms of renewable energy development including generation. The proposal to include air source heat pumps and photovoltaic panels accords with this policy intent.

Policy 12 of NPF 4 (Zero Waste) intends to encourage, promote, and facilitate development that is consistent with the waste hierarchy. While the applicant has not set out how much waste would be generated from the operation of the extended hotel, the proposed site layout shows that refuse store(s) capable of accommodating different waste streams will be available from phase 1 of the extension through use of the existing hotel's refuse store, and from phase 2 a larger refuse store situated nearer to the back of house functions between both buildings. Continuation of the existing hotel's operational waste management regime for the hotel, which must comply with the Waste (Scotland) Regulations 2012, is confirmed and this is acceptable. While details of construction materials are not identified in the supporting S1 sustainability form, materials in the building including glazing, aluminium cladding and brick, and other materials such as proposed paving materials are generally recyclable. In order to comply with part b) of NPF 4 policy 12, it is recommended that a condition is attached to secure details of the proposed materials and their sustainability credentials. The supporting planning statement states that construction waste will be managed through appointed contractors who will be required to prepare a construction management plan. Subject to the recommended condition, the proposal accords with the intent of NPF 4 policy 12.

Transportation

The development plan supports development where sustainable travel is available and encouraged. Applicable policies include NPF 4 policy 13 (Sustainable transport), and LDP policies Tra 1 (Location of Major Travel Generating Development), Tra 2 (Private Car Parking), and Tra 3 (Private Cycle Parking). The applicant submitted a Transport Assessment in support of the application.

Location

The application site is within the Edinburgh Airport Special Economic Area and the existing hotel is well-connected to the surrounding path, road, and public transport network which allows for sustainable travel to nearby destinations such as Edinburgh Airport, the Royal Highland Centre, and the City centre, which complies with the Council's transport objectives. Sustainable travel options in the forms of walking, wheeling, cycling, and public transport are available for the proposed hotel extension. The location of the hotel extension is sustainable in transport terms.

Bicycle

New bicycle parking is provided for both phases of the hotel extension, and this complements existing cycle parking at the hotel. Two new cycle parking shelters are provided, one of which is covered and allows for 12 bicycles, and a second which is covered and secured which allows for a further 12 bicycles. The specification provided by the applicant is acceptable and of a type that accords with the Council's street design guidance part C fact sheet C7 for new tourist/visitor accommodation developments. The location of the cycle parking was revised in the assessment stage to bring it closer to the main hotel entrance at a well-overlooked location and the secure store was also introduced to better comply with Council guidelines and to allow for use by shift workers at the hotel if so desired at times when public transport may not be available. The Roads Authority does not oppose the development, and the applicant has revised the cycle parking in response to consultation comments. The proposed cycle parking is acceptable and accords with LDP policies Tra 1, Tra 2, and Tra 3 as well as NPF 3 policy 13.

Vehicles

New car parking for the 240-bedroom hotel extension is proposed in the form of 41 new spaces, inclusive of accessible parking and EV charging spaces. The Council's parking standards allow for a maximum of one space per two bedrooms, and the proposed level of parking is comfortably below the maximum number of spaces that could be proposed for a 240-bedroom hotel extension. Upon completion of both phases of the extension, the combined number of parking spaces for the 480-bedroom hotel would be 117, inclusive of 10 accessible spaces, and 19 EV spaces. The Roads Authority does not object to the proposed quantum of parking spaces, and the applicant submitted revised layout plans addressing comments relating to layout and accessible parking during the assessment. Overall, there will be a reduction in the number of spaces at the application site as the hotel would replace an area of surface car parking at Almond Avenue.

The inclusion of one drop-off space, a coach parking space and motorcycle parking is acceptable as part of the mix of vehicle parking options for the hotel and proposed extension.

The proposal complies with LDP policies Tra 2 Private Car Parking and Tra 3 Private Cycle Parking and the Council's parking standards. The transport strategy of the proposal complies with the aims of NPF 4 policy 13 which supports development that promotes and facilitates sustainable travel to prioritise walking, wheeling, cycling and public transport for everyday travel.

Design and layout.

Policies Des 1 - Des 8 of the LDP outline development plan requirements regarding design matters such as mass, scale, layout, and materials for new development in the City; well-designed development that is appropriate to its location and draws upon the positive features of the surrounding area to create a sense of place are supported by the LDP. NPF4 Policy 14 (Design, quality and place) supports development proposals that are designed to improve the quality of an area and are consistent with the six qualities of successful places. These qualities include a place being healthy, pleasant, connected, distinctive, sustainable, and adaptable.

The proposed extension introduces a parallel building to the existing hotel, with new areas of parking and landscaping to the south of the site and the retention of existing parking arrangements at the north of the existing hotel. The height, mass, and appearance of the extension(s) reflects the existing hotel and details such as vertically aligned windows with coloured glass sides and spandrel panels for the guest room windows with aluminium cladding to the elevations is a suitable material treatment. At the lower levels use of glazing and grey brick also reflects the materials and treatment of the existing 240-bedroom hotel, as does the extent and appearance of plant screening at roof level. The existing hotel is distinctive in its appearance and the extension(s) continue the existing architectural vernacular. A condition is attached to secure a detailed materials schedule.

The site layout provides clear and defensible boundaries, and the layout is legible in the context of the immediate and surrounding area. The site layout facilitates links to the existing hotel and to the local path network and sustainable transport options in the form of existing roads, bus, and tram are within comfortable walking distance.

In response to comments from the Council's Roads Service the applicant amended the site layout of the new parking area to improve safe pedestrian access and accessible parking locations, and the layout as proposed in the revised scheme provides safe access for pedestrians with clear routes to the hotel main entrance in the parking area.

Overall, the design, appearance, and layout of the proposal is a suitable extension and reflective of the character of the immediate and wider surroundings of the local area. The proposal accords with the requirements of LDP policies Des 1 - Des 8 and with NPF 4 policy 14.

Landscape, trees and biodiversity.

The applicant submitted a detailed landscape scheme tailored for both phases of the proposed hotel extension. The landscaping scheme has been informed by accompanying assessments including a tree survey, arboricultural impact assessment, preliminary ecological appraisal, and a biodiversity enhancement plan.

Landscape design

Policy Des 8 (Public Realm and Landscape Design) of the LDP requires new development to include well-designed public spaces, including hard and soft landscape features. The proposed soft landscape layout principally addresses the site's southern area which interfaces with Fairview Avenue, while raised planters are featured around the proposed hotel extension. The soft landscape strategy is consistent with the character of the area and will provide a suitable setting for the development in compliance with criterion c) of LDP policy Des 8, while a suitable scheme of maintenance is also proposed in accordance with criterion d) of the same policy. The hard landscaping scheme includes different areas and types of block paving and black top carriageway, along with bench seating around the hotel and this is acceptable in response to the requirements of criteria a) and b) of LDP policy Des 8. Boundary treatments at the south and west interfaces with neighbouring land have been chosen to reflect the existing post and wire fence in the area, while the proposed landscaping scheme will complement the existing landscape structure to south of the site with reference to the development's setting.

Trees

While much of the application site consists of hard surface, an area to the south includes trees and grass which forms part of the site's southern boundary with Fairview Road. The tree plantation includes a high number of European Ash which exhibits dieback along with Norway maple and Scots pine. To facilitate some of the development the applicant proposes to remove 10 existing trees (6 x category C and four category B) across both phases of the development. During the assessment, the applicant submitted revised plans to reduce the area of proposed hard standing for the new car park area, and this has resulted in more trees being retained. Mitigation in the form of six extra heavy standard Northern Red Oak trees, along with raised planters, wildflower seeding, insect baskets and gabion boxes, hedgehog boxes, replacement planting is acceptable and would also provide an enhancement for biodiversity in accordance with NPF 4 policy 3. The replacement tree planting for this location is acceptable in the context of LDP policy Env 12 (Trees).

It is recommended that a condition is attached to ensure protection of trees in accordance with the applicant's tree protection plan and arboricultural impact assessment is put in place as part of the redevelopment activities at the site should permission be granted. Subject to a condition the proposal complies with LDP policy Env 12 (Trees) and NPF 4 policy 6 which both seek to protect and retain trees.

Biodiversity

The applicant's supporting information highlights that the application site associated 100 metre survey buffers are comprised predominantly of buildings and developed land, modified grassland, neutral grassland, hedgerows, and broadleaved woodland. The proposed development will see the loss of some neutral grassland and trees as outlined above in this report, while hedgerows at the site's southern boundary are to be retained. The supporting ecological survey concludes that there is no suitable habitat for bats on the site, and no badger setts were found. Potential for hedgehogs and birds within the habitat at the south of the site was highlighted. In response to recommendations outlined in the preliminary ecological appraisal and the applicant's Biodiversity Enhancement Plan the landscape proposals include mitigation and enhancement measures for biodiversity including a diverse planting specification, insect baskets and gabion boxes, and hedgehog boxes; these measures are consistent with LDP policy Env 16 (Species Protection), and the policy intent of NPF 4 policy 3 (Biodiversity).

Flood risk, drainage, and water.

The application site is located within an area at risk of flooding from the Gogar Burn. The applicant submitted a drainage assessment and flood risk assessment (FRA) in support of the application. During the assessment process further information on flood risk was submitted in response to comments from SEPA and the Council's Flood Planning service.

Policy 22 of NPF 4 (Flood risk and water management) intends to strengthen resilience to flood risk by promoting avoidance as a first principle and reducing the vulnerability of existing and future development to flooding. Criterion a) clause iv of NPF 4 policy 22 supports development in an area of flood risk where it would be redevelopment of previously used sites in built up areas, where the LDP has identified a need to bring these into positive use, and where proposals demonstrate that long term safety and resilience can be secured in accordance with relevant SEPA advice. The application site is in the Edinburgh Airport Special Economic Area identified in the LDP and as addressed above in this report hotels are supported in this part of the City; SEPA accepts the LDP identifies a need to bring this site into positive use and that hotels are supported at this location.

NPF 4 policy 22 a) further outlines that protection offered by an existing formal flood protection scheme or one under construction can be taken into account when determining flood risk. In this case, the applicant was required to omit tram bunds as a form of flood mitigation, and at the request of SEPA a flood risk assessment addendum was submitted.

Updated flood modelling was provided to exclude informal tram bunds as a form of flood mitigation from the assessment methodology and revised blockage scenarios of the Gogar Burn. The applicant included an area of compensatory storage and SEPA requests that this be constructed prior to the erection of the hotel extension; this is attached as a condition at the request of SEPA.

There are seven bullet points that must be considered in NPF 4 policy 22 a). The first five bullet points require that applicants demonstrate that, in summary: all risks of flooding are understood and addressed; that there is no reduction in floodplain capacity, increase risk for others or a need for future flood protection schemes; the development remains safe and operational during floods; flood resistant and resilient materials and construction methods are used; and, future adaptations can be made to accommodate the effects of climate change. Through a series of flood modelling scenarios, the applicant's supporting FRA addendum clearly demonstrates that the applicant understands risk of flooding at this location, the revised finished floor level means the hotel extension would remain safe and operational during any flood event, and adaptations have been made to the design to allow for the effects of climate change. Proposed materials, such as block paving, glazing, and brick, are resilient and robust materials, and the inclusion of an area of compensatory storage within the car park area means there is no reduction in floodplain capacity that would increase risk to others.

The final two bullet points of NPF 4 policy 22 a) apply to developments meeting criterion iv. The second to last bullet requires the first occupied/utilised floor, and the underside of the development if relevant, to be above the flood risk level and have an additional allowance for freeboard. The ground level of the hotel extension for both phases will be set at a level of 32.240m above ordnance datum (AOD) and this is above the design flood event level of 31.640m AOD, ensuring that the hotel extension will not flood. The proposed floor level is acceptable with adequate freeboard allowed.

The last bullet requires that the proposal should not create an island of development, and that safe access/egress can be achieved. The applicant's FRA addendum demonstrates the extent of flooding around the application site, showing that a 1 in 200-year event plus climate change uplift would lead to flood water at the south and west of the hotel extension, but with the area to the immediate north around the hotel's main entrance unaffected. The surrounding area at Jubilee Road to the north, Almond Avenue to the west, the eastern end of Fairview Road and the area around the Moxy hotel to the south would flood in this scenario, causing the hotel to be situated on an island. The Council's Flood Planning service advises that the Council's Flood Prevention guidance requires that the access should be dry during 1 in 200-year+56% climate change event. Comments go on to acknowledge that since there are uncertainties around the parameters and the detailed representation of local topography and drainage associated with hydraulic modelling, the demonstrated 50mm is within acceptable tolerance and on this occasion, there is no objection to the proposal. SEPA comments note the Council should satisfy itself that the proposals are acceptable in this regard given that additional hotel occupants may require evacuation during a flood event; Flood Planning is of the view that due to the 50mm flood water being within acceptable modelling tolerance, the hotel could be safely evacuated to Fairview Road if necessary. The proposal is acceptable in the context of NPF 4 policy 22 a) and the seven bullet points.

With reference to surface water, other water management arrangements at the proposal include porous paving, surface water drains, foul drains, and an area of proposed geo-cellular tank. In this case due to proximity to the airport it is accepted that an above ground water storage or SUDS solution(s) is not available for aerodrome safeguarding reasons. During the assessment, the applicant confirmed that surface water will discharge into Edinburgh Airport's private system, and the Council's Flood Planning service is satisfied with this arrangement. Scottish Water advise that there is sufficient water capacity and wastewater capacity to service the proposed hotel extension(s). On the basis of no objection from Scottish Water the proposal complies with LDP policy RS 6 (Water and Drainage) and NPF 4 policy 22 d) which require new development to be served by adequate water supply and sewerage capacity.

The proposal is acceptable in the context of NPF 4 policy 22 and the requirements of LDP policy Env 21 (Flood Protection) which also seeks to ensure development does not result increased flood risk for the site or elsewhere.

Amenity

NPF4 Policy 14 (Design, quality, and place) advises that proposal which are detrimental to the amenity of the surrounding area will not be supported, while part a) of LDP Policy Des 5 (Amenity) ensures that new buildings meet the needs of users and occupiers, whilst considering the impact on neighbouring properties.

There are no neighbouring residential properties near the proposal that would be impacted in terms of daylight, privacy, overshadowing or noise from the development. The nearest buildings to the proposed hotel extension include the existing hotel, offices related to airport use at Almond Avenue and the Moxy hotel across Fairview Road. Accordingly, there will be no unacceptable adverse effects relating to daylight, privacy, or overshadowing as a result of the proposal.

Noise

With reference to noise the applicant submitted a supporting noise impact assessment (NIA) in support of the proposal which advises that the dominant sources of noise in the area are identified as aircraft noise from the nearby Edinburgh Airport and road traffic noise from Jubilee Road and Fairview Road. Proposed plant noise is also considered in the assessment. The nearest noise sensitive receptor, a cottage in residential use, is approximately 300 metres away from the application site to the south at Eastfield Road. The NIA has identified a maximum permissible noise level that the proposed plant may output, whilst maintaining compliance with the acceptable internal residential noise criteria. Environmental Protection recommends a condition be attached to any planning permission to ensure no unacceptable impacts on the cottage and this is recommended.

While the NIA includes façade glazing recommendations, the use of trickle vents, sealed windows, and minimum noise attenuation properties for external walls and roof materials Environmental Protection advises in comments that noise for future guests is ultimately a commercial matter for the hotel operator to manage.

Air Quality

NPF 4 policy 23 (Health and safety) seeks to protect people and places from environmental harm, mitigate risks arising from safety hazards and encourage, promote, and facilitate development that improves health and wellbeing. The elements of the policy that are engaged by this development are criteria d) and e) in relation to air quality and noise. LDP Policy Env 22 Pollution and Air, Water and Soil Quality indicates that planning permission will only be granted if there are no significant adverse effects through development for health, the environment, and amenity on air, soil quality, quality of water environment or ground stability, with appropriate mitigation.

The closest Air Quality Management Area (AQMA) (Glasgow Road) is located approximately 1.5 km southwest of the application site. The applicant submitted a supporting Air Quality Impact assessment in support of the application. The assessment concludes that the proposal will not lead to unacceptable effects during construction from dust or particulate matter, while during the operational phase the development's impact on air quality is concluded to be not significant. Comments from the Council's Environmental Protection service confirm that the proposal is acceptable in terms of the effect on air quality due to the hotel extension causing a reduction in existing surface car parking at the application site. Comments further advise that the inclusion of 18 new EV car parking spaces is supported as a suitable form of mitigation along with the provision of secure cycle parking to foster sustainable travel methods. The use of air source heat pumps and photovoltaic panels rather than carbon-based energy sources is also consistent with air quality objectives. No new cooking facilities are proposed meaning no further ventilation or odour management is necessary.

Subject to the recommended condition relating to noise, the proposal accords with the requirements of NPF 4 policy 23 and LDP policy Env 22.

Other matters

Archaeology

National Planning Framework 4 Policy 7 intends to protect the historic environment. The City's Archaeology Service provided comments noting the site's potential for the presence of archaeological remains. A condition is recommended to ensure that a comprehensive programme of archaeological work is undertaken, incorporating the above requirements. This is in accordance with NPF4 Policy 7o).

Ground conditions and contamination.

Site investigation information provided in support of the application indicates there is the potential for site contamination. To ensure the safety of future occupiers of the development and to comply with NPF 4 policy 23 and LDP policy Env 22 a condition has been recommended to ensure that the site is made safe for the proposed end use. Subject to compliance with the terms of the recommended condition the proposal accords with the above noted policies.

Aerodrome safety

In comments Edinburgh Airport confirms that the proposed development has been examined from an aerodrome safeguarding perspective and does not conflict with safeguarding criteria.

Infrastructure first

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 Transport Authority has requested that the applicant contributes the sum of £542,609 and it is recommended this sum be secured through a Section 75 legal agreement.

The application site is within the West Edinburgh Transport Contribution Zone as defined in the Council's finalised guidance on Developer Contributions and Infrastructure Delivery (August 2018). The Transport Authority has requested that the applicant contributes the sum of £272,481 for (£1,135.34 per room for 240 rooms) towards transport infrastructure requirements in West Edinburgh.

Conclusion in relation to the Development Plan

Overall, the proposed development complies with the provisions of NPF 4, the 2016 Edinburgh LDP and associated guidance. Both phases of the extension are acceptable in design terms and will contribute to placemaking objectives in the development plan. The site is situated in a sustainable location for a variety of transport modes and re-uses a brownfield site. Flood modelling shows that the while in a 1 in 200-year flood event plus 56% climate change uplift some areas around the hotel extension will flood, neither Flood Planning nor SEPA object to the proposal subject to recommended condition. Despite the removal of ten trees, the proposed landscape scheme will compensate and complement the existing southern boundary and enhances the site for biodiversity.

NPF 4 policies 1 and 2 require place significant weight on climate change mitigation and adaptation. The proposal demonstrates a range of sustainable design features, meaning climate change and managed the impact of future climate risks have been considered to an acceptable level. The applicant has considered flood risk and included mitigation measures as far as practicable, with consideration of adaptation to climate change. In relation to NPF 4 policy 2, the building will be sustainable in terms of energy efficiency and durability.

The proposal represents an efficient use of brownfield land in a Special Economic Area and demonstrates broad compliance with the objectives of the development plan.

b) There are any other material considerations which must be addressed?

The following material planning considerations have been identified:

Emerging policy context

On 5 April 2024, the Planning and Environmental Appeals Division published its report into the examination of the Proposed City Plan 2030 and supporting documents in terms of Section 19 of the Town and Country Planning (Scotland) Act 1997. On 27 June 2024, the Council accepted the recommendations and modifications required to the Proposed City Plan 2030. The Proposed City Plan 2030 has now been submitted to Scottish Ministers for their final consideration. At this time in the context of the consideration of this particular application limited weight can be given to the relevant policies of City Plan 2030 until the adoption of the plan.

Equalities and human rights

Supporting information confirms that the hotel extension will be fully accessible throughout for all visitors, while all new accessible parking spaces are located close to the main hotel entrance and wayfinding within the site will be clearly indicated. The applicant advises that 5% of the bedrooms provided at the hotel will be accessible in accordance with Scottish Building Standards. 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

None.

Conclusion in relation to identified material considerations.

The proposal raises no material considerations that would outweigh or influence the outcome of the assessment against the development plan.

Overall conclusion

The principle of the hotel extension is acceptable in the Edinburgh Airport Special Economic Area and re-use of a brownfield site is supported by the development plan. The design and phased approach is acceptable and the extension complements the existing hotel in terms of appearance, mass, and scale. The site layout represents co-ordinated development, which is easily navigable by pedestrians, while the landscape proposal will contribute positively to a sense of place and deliver biodiversity enhancement to the site.

Subject to the recommended conditions and the conclusion of a legal agreement in relation to a tram contribution and a cumulative transport contribution the proposed hotel extension is acceptable and complies with the development plan. There are no material considerations which outweigh the conclusion that the proposal accords with the development plan.

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. A detailed specification, including trade names where appropriate, of all the proposed external materials, including their sustainability qualities in respect of embodied emissions and recycled content, and suitability for reuse and recycling shall be submitted to and approved in writing by the Planning Authority before construction work is commenced on site; Note: samples of the materials may be required.
3. Prior to the erection of the hotel building the area of compensatory storage identified in planning drawing reference 27 shall be created and available for use.

4. The approved landscape scheme as shown in planning drawing references 05C and 06C and the softworks specification and maintenance plan references 23 and 24 shall be implemented within six months of the completion of each respective phase of the development. The maintenance schedule shall apply for a five-year period from each phase of the development.
5. The phased removal of trees shall be in accordance with planning drawing reference 20A. Trees identified for retention shall be protected in accordance with planning drawing references 25A and 26A and in accordance with the Arboricultural Method Statement in the Tree Survey and Arboricultural Impact Assessment Development Phase 1 and the Arboricultural Method Statement in the Tree Survey and Arboricultural Impact Assessment Development Phase 2 (both prepared by Caledon Tree Surveys and dated February 2022).
6. The maximum plant noise specifications as recommended within RMP noise report R-9250-NS-RGM and dated 22 March 2022 shall be implemented in full prior to occupation of the development.
7.
 - i) Prior to the commencement of construction works on site:
 - a) A site survey (including intrusive investigation where necessary) must be carried out to establish, either that the level of risk posed to human health and the wider environment by contaminants in, on or under the land is acceptable, or that remedial and/or protective measures could be undertaken to bring the risks to an acceptable level in relation to the development; and
 - b) Where necessary, a detailed schedule of any required remedial and/or protective measures, including their programming, must be submitted to, and approved in writing by the Planning Authority.
 - ii) Any required remedial and/or protective measures shall be implemented in accordance with the approved schedule and documentary evidence to certify those works shall be provided for the approval of the Planning Authority.
8. No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (excavation, analysis & reporting, publication) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.
9. Electric vehicle parking spaces identified in planning drawings 03B and 04B shall be served by at least a 13- amp 3Kw (external three pin-plug) with capacity in mains for 32 - amp 7Kw electric vehicle charging sockets. They shall be installed and operational in full prior to the development being occupied.

10. The two approved cycle store specifications depicted in product specification sheets 'broxap Wardale Cycle Shelter BXMW/WAR and BXMW/AV-WAR-SHELTER' shall each allow for storage of twelve bicycles and shall be installed by the applicant prior to the occupation of phase 1 of the hotel extension. There shall be no alteration to the specification unless otherwise agreed in writing with the planning authority.

Reasons

1. To accord with Section 58 of the Town and Country Planning (Scotland) Act 1997.
2. In order to enable the planning authority to consider this matter in detail, in the interests of promoting zero waste and visual amenity.
3. To ensure no interim loss of flood plain capacity during construction and prevent flood risk elsewhere in accordance with NPF 4 policy 22.
4. To ensure that the approved landscaping works are properly established and maintained at the site.
5. In order to safeguard trees.
6. In order to safeguard neighbouring amenity.
7. In order to protect the health of the building's occupants.
8. To safeguard the archaeological heritage of the site.
9. To promote sustainable transport methods.
10. To ensure sustainable active travel infrastructure is provided at the development.

Informatives

It should be noted that:

1. Planning permission shall not be issued until a suitable legal agreement has been concluded to secure the following:
 - Contribute the sum of £591,469 to the Edinburgh Tram in line with the approved Tram Line Developer Contributions report.
 - Contribute the sum of £272,481 for (£1,135.34 per room for 240 rooms) towards transport infrastructure requirements in West Edinburgh.

The sums to be indexed as appropriate and the use period to be 10 years from date of payment.

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. This consent is for planning permission only. Work must not begin until other necessary consents, e.g. listed building consent, have been obtained.
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.

Background Reading/External References

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

Further Information - Local Development Plan

Date Registered: 21 September 2023

Drawing Numbers/Scheme

01,02,03B,04B,05C,06C,07A,08A,09-14,15A-18A,19,20A,21-24,25A,26A,27

David Givan
Chief Planning Officer
PLACE
The City of Edinburgh Council

Contact: Sean Fallon, Planning Officer
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Appendix 1

Summary of Consultation Responses

NAME: SEPA

COMMENT: No objection subject to recommended condition regarding compensatory storage.

DATE: 31 July 2024

NAME: Roads Authority

COMMENT: No objection subject to contributions towards the Edinburgh Tram and towards the West Edinburgh Transport Contribution Zone.

DATE: 15 August 2024

NAME: Edinburgh Airport safeguarding

COMMENT: No objection.

DATE: 24 October 2023

NAME: Flood Planning

COMMENT: No objection.

DATE: 24 May 2024

NAME: Scottish Water

COMMENT: No objection subject to detailed response including advice for the applicant.

DATE: 11 October 2023

NAME: Environmental Protection service

COMMENT: No objection subject to conditions relating to noise mitigation, site survey and contamination, and electric vehicle charging infrastructure.

DATE: 7 December 2023

NAME: Archaeology service

COMMENT: No objection subject to recommended condition to secure the implementation of a programme of archaeological work.

DATE: 19 October 2023

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

Location Plan



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