

Development Management Sub-Committee Report

Wednesday 18 September 2024

Application for Planning Permission

Caledonian Hotel, Waldorf Astoria - The Caledonian, 4 Lothian Road

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

Item – Committee Decision

Application Number – 24/02219/FUL

Ward – B11 - City Centre

Reasons for Referral to Committee

The application is a local development but requires developer contributions of over £250,000. 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 proposal is acceptable with regard to Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 as it will not harm the listed building, or its setting and it will preserve the character and appearance of the Conservation Area.

The principle of development is acceptable. The proposal will contribute to placemaking and the economy. It is of an acceptable design and scale, will be in a sustainable and accessible location and will contribute to climate change adaptation and mitigation and use brownfield land. It will also contribute to compact local living and 20-minute neighbourhoods. There are no flooding issues, and, with the use of conditions, there are no transport or archaeology issues. A developer contribution for Tram Line 1 is required to be secured by a legal agreement. There will not be an unreasonable loss to neighbouring residential amenity with the use of a noise mitigation condition. Therefore, the proposals comply with the overall objectives of the Development Plan and the application is acceptable. There are no other material considerations that outweigh this conclusion. It is recommended that the application is granted.

SECTION A – Application Background

Site Description

The application site is the Caledonian Hotel located on the western side of Lothian Road at its junction with Rutland Street near Princes Street. It is a polished red sandstone building on frontage elevations and on the gable with red brick on rear elevations and is of mainly five storeys plus basement and attic levels with a slate roof. An extension was added in the 1970s and a spa added being completed around 2012.

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

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

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

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

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

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

Description of the Proposal

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

Proposed Extension

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

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

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

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

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

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

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

Proposed alterations to existing building

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

Supporting Information

- Architectural Visualisation Report (AVR)
- Daylight/sunlight plan
- Design and Access Statement
- Energy Statement
- Heritage Statement
- Planning Statement
- Sustainability S1 Form
- Surface Water Management Plan
- Transport Statement
- Travel Plan
- Noise Impact Assessment
- Noise Impact Assessment (Acoustic Review)

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

Relevant Site History

08/00260/FUL
4 Lothian Road
Edinburgh
EH1 2EP

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

Granted

22 December 2008

08/00260/LBC
4 Lothian Road
Edinburgh
EH1 2EP

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

Granted

6 June 2008

24/02220/LBC
Caledonian Hotel
Waldorf Astoria - The Caledonian
4 Lothian Road
Edinburgh
EH1 2AB

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

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

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

Other Relevant Site History

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

Proposed infill of internal courtyard, extension and re - facing of existing bedroom extension
Granted
3 March 2008

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

Proposed infill of internal courtyard, extension and re - facing of existing bedroom extension and internal alterations to ground and entresol floors
Granted
18 March 2008

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

Variation to delete the extension and re-face of the 1960's bedrooms.
VARIED
11 December 2008

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

To amend courtyard extension.
VARIED
19 May 2011

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

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

Consent ref, 07/05812/LBC

Granted

1 April 2011

11/02426/LBC

Caledonian Hotel

4 Lothian Road

Edinburgh

EH1 2AB

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

Granted

7 December 2011

24/03385/LBC

Caledonian Hotel

Waldorf Astoria - The Caledonian

4 Lothian Road

Edinburgh

EH1 2AB

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

Pre-Application process

Pre-application discussions took place on this application.

Consultation Engagement

Archaeologist

Edinburgh World Heritage Trust

HES

Flood Planning

Scottish Water

Economic Development

Environmental Protection

Roads Authority - Transport Planning

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

Publicity and Public Engagement

Date of Neighbour Notification: 16 May 2024

Date of Renotification of Neighbour Notification: Not Applicable

Press Publication Date(s): 24 May 2024

Site Notices Date(s): 21 May 2024

Number of Contributors: 2

Section B - Assessment

Determining Issues

Due to the proposals relating to a listed building(s) and being within a conservation area, this report will first consider the proposals in terms of Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (the "1997 Heritage Act"):

- a) Is there a strong presumption against granting planning permission due to the proposals:
 - (i) harming the listed building or its setting? or
 - (ii) conflicting with the objective of preserving or enhancing the character or appearance of the conservation area?

- b) If the strong presumption against granting planning permission is engaged, are there any significant public interest advantages of the development which can only be delivered at the scheme's proposed location that are sufficient to outweigh it?

This report will then 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 harm the listed building or its setting?

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

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

Listed Building

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

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

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

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

Listed building consent was previously given for an extension of similar size and modern design (ref: 08/00260/LBC). Works have been started as the spa element has been constructed. A modern extension to the listed building is, therefore, considered as being acceptable. The proposed scale and design is comparable with the previous scheme and does not raise any new issues regarding the impact on the architectural and historic interest of the listed building.

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

Setting of listed buildings

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

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

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

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

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

Conclusion in relation to the listed building

The proposal is acceptable in terms of Section 59 (1) of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997.

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

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

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

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

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

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

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

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

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

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

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

Conclusion in relation to the conservation area

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

c) 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 Policies 1, 2, 3, 7, 9, 12
- NPF4 Liveable Policies 14, 15, 18, 22
- NPF4 Productive Places 27, 30
- LDP Design policies Des 1, Des 2, Des 4, Des 5, Des 11, Des 12
- LDP Environment policy Env 21
- LDP Employment policy Emp 10
- LDP Housing policy Hou 7
- LDP Transport policies Tra 2 Tra 3, Tra 4
- LDP Delivering the Strategy policies Del 1, Del 2

The non-statutory 'Listed Buildings and Conservation Area' guidance is a material consideration that is relevant when considering NPF 4 Policy 7. The non-statutory Guidance for Business (updated January 2024) is a material consideration that is relevant when considering LDP Policy Hou 7. The Edinburgh Design Guidance is a material consideration that is relevant when considering design, amenity, and transport policies of the LDP.

Principle of Development

NPF 4 Policy 30 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.

LDP Policy Emp 10 (Hotel Development) states that hotel development will be permitted in specific areas; one of which includes:

a) in the City Centre where developments may be required to form part of mixed-use schemes, if necessary to maintain city centre diversity and vitality, especially retail vitality on important shopping frontages.

Tourism is the third biggest source of employment in Edinburgh, providing jobs for over 31,000 people. Maintaining and developing this key sector in the city's economy relies upon sufficient provision of high-quality tourist accommodation. Hotels generate economic benefit from growth in tourism and satisfying demand for accommodation. The city centre is the preferred location for most visitors and is accessible with good public transport links within the urban area for both visitors and workers.

Economic Development (Commercial Development & Investment) has advised that the development could directly support an additional 96 full-time equivalent jobs and £3.594 million of gross value added per annum (2021 prices) plus additional economic impacts associated with visitor expenditure.

The proposal will increase the number of hotel bed spaces in a sustainable location near to public transport routes and local facilities and tourism venues.

The use of the application site as an hotel is well-established and the proposal will continue this existing land use. Therefore, the principle of an extension to provide more tourist accommodation is acceptable in principle.

NPF 4 Policy 27 intent is to encourage, promote and facilitate development in our city and town centres. LDP policy Del 2 (City Centre) aims for development which lies within the area of the City Centre as shown on the Proposals Map to retain and enhance its character, attractiveness, vitality, and accessibility and contribute to its role as a strategic business and regional shopping centre and Edinburgh's role as a capital city.

The proposal will extend an existing hotel in a city centre thus contributing to the intent of NPF4 Policy 27. It will help contribute to the role of the city centre in line with LDP Policy Del 2 by retaining and strengthening mixed uses.

LDP Policy Hou 7 (Inappropriate Uses in Residential Areas) states that developments, including changes of use, which would have a materially detrimental effect on the living conditions of nearby residents will not be permitted. The aim of the policy is to preclude the introduction or intensification of non-residential uses incompatible with predominantly residential areas and secondly, to prevent any further deterioration in living conditions in more mixed-use areas which nevertheless have important residential functions.

The hotel use is existing on the site and, although the proposal will increase the number of rooms, the increase is not so significant as to result in intensification of the use. The application site is in a busy city centre location with a level of ambient background noise and there is already an element of background noise associated with the current hotel use. In these circumstances it is not expected that there will be an unacceptable increase in the level of noise or disturbance associated with the additional bedrooms. Therefore, it is not expected that the increase in the number of rooms, and associated number of guests, will have a detrimental impact on neighbouring amenity.

Environmental Protection has recommended a condition relating to noise mitigation relating to plant, should planning permission be granted, in order to ensure that there will not be an impact on surrounding noise sensitive properties.

LDP Des 12 (Alterations and Extensions) part c) aims for development is not detrimental to neighbourhood amenity and character. The proposed extension will be in a busy city centre location consisting of a mix of uses. The expansion of the hotel and its use is compatible with land uses found in the city centre and characteristic of the city centre. As such, the proposal will not have a detrimental impact on neighbourhood amenity and character, with the use of a noise mitigation condition as narrated above.

Matters relating to the impact of daylighting, sunlight, privacy, and outlook are assessed below.

An extant permission (08/00260/FUL) for an extension exists which could be constructed and is a material planning consideration for this planning application. As such, the principle of extending the hotel has been established in planning permission 08/00260/FUL.

Climate Adaptation and Mitigation

NPF4 Policy 1 (Tackling the climate and nature crisis) 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' and 'Local Living' through the use of an existing developed site. It is close to local facilities and public transport routes as well as being within walking and cycling distance of facilities in the city centre. The site is sustainably located.

NPF4 Policy 2 (Climate mitigation and adaption) supports development proposals that are sited and designed to minimise lifecycle greenhouse gas emissions as far as possible and to adapt to current and future risks from climate change. The new building will be constructed to be energy efficient and insulated and building fabric performance and overall energy consumption will be required to meet relevant building standards.

Air Quality

The application site is within the City Centre Air Quality Management Area. Measures proposed to minimise the impact on air quality include reducing the number of parking spaces, providing cycle parking, photovoltaic panels and ASHPs for energy. This will contribute to minimising emissions from the development which is compatible with NPF4 policy 2.

A Framework Travel Plan has been provided and, in addition, the applicant is encouraged to also consider the implementation of a Green Travel Plan to promote sustainable travel behaviour to and from the extended hotel. Therefore, an informative is recommended.

Environmental Protection has advised that the proposal is unlikely to impact upon local air quality and is supportive of the proposed sustainable measures.

The proposal complies with NPF4 Policies 1 and 2.

Flood Planning

NPF4 Policy 22 (Flood Risk and Water Management) intent is to strengthen resilience to flood risk by promoting avoidance as a first principle and reducing the vulnerability of existing and future development to flooding. LDP Policy Env 21 (Flood Protection) states that planning will not be granted for development that would increase flood risk or be at risk of flooding.

Flood Planning has advised that the application can proceed to determination. Therefore, the proposal complies with NPF4 Policy 22 and LDP Policy Env 21.

Zero Waste

Providing recycling bins within the bin store will contribute to NPF4 policy 12 (zero waste).

Biodiversity

NPF 4 policy 3 (Biodiversity) states that proposals for local development should include appropriate measures to conserve, restore and enhance biodiversity.

There is limited biodiversity on the site although existing planters and windows boxes currently contribute to biodiversity. The proposed landscaping for the external courtyard will provide more space for biodiversity enhancements through shrub and hedge planting. Planters, shrub planting and two trees to be installed in the car park which will also contribute towards enhancing biodiversity. An informative is recommended regarding the installation of bat boxes and swift bricks.

The proposal complies with NPF4 Policy 3.

Brownfield Land and Demolition

NPF4 Policy 9 encourages the use of previously developed land over greenfield development. In particular, criterion a) states development proposals that will result in the sustainable reuse of brownfield land will be supported.

The proposal will reuse brownfield land, currently a car park and delivery/bin store area. It is located in a sustainable location where there are existing local facilities within walking distance. As such, it will contribute to compact growth.

The proposal will contribute to NPF4 Policies 1, 2, 3, 9 and 21 and will comply with LDP Policy Env 21.

Historic Assets and Places

Listed Building and Conservation Area

It has been concluded in sections a) and b) that the proposal will not harm the special historic or architectural interests of the listed building, its setting, or the setting of neighbouring listed buildings and that the character and appearance of the conservation area will be preserved.

World Heritage Site

The application site is not within the Old and New Towns of Edinburgh World Heritage Site; however, it is adjacent to the WHS boundary.

Edinburgh World Heritage has advised that, "Due to the enclosed nature of the area and limited height of the proposed building in relation to its environs, the proposals are not considered to have a major impact on views and character associated with the Outstanding Universal Value of the World Heritage Site".

The Outstanding Universal Value (OUV) of the World Heritage Site (WHS) will not be harmed and the proposed extension will have no detrimental impact on the OUV. The continued use of the building as an hotel will contribute the World Heritage Site being a thriving part of the city without harm to the Outstanding Universal Value of the Old and New Towns of Edinburgh World Heritage site.

Archaeology

The City Archaeologist has advised that the development will require significant groundbreaking works associated with development which could reveal evidence not only for Princes Street Station but also for the pre-station 18th & 19th century buildings and the development of the site dating back to the early-medieval period. Therefore, it is recommended that a programme of archaeological works is secured through the use of a condition.

Design Quality and Place

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.

LDP Design Policies Des 1, Des 2, Des 4, Des 11 and Des 12 aim for proposals to be based on an overall design concept which draws on the positive characteristics of the surrounding area with a high quality design which is appropriate in terms of height, scale and form, layout, positioning and materials.

The modern design of the extension will sit comfortably to the rear of the hotel next to a modern office building and 1970s extension. It will contrast with the original and historic design of the hotel and, due to it sitting below eaves height, it will not detract from the existing building in terms of scale. Buildings in the immediate surrounding area are characterised by height and larger scale. The surrounding area has a mix of historic buildings and modern buildings in a variety of architectural styles and materials, albeit mainly stone. Sitting back from the street, the extension will not appear dominant in the townscape.

Protected key views will not be interrupted by the extension as it will not rise above the heights of the host building and will sit between it and a tall adjacent building. It is not expected that the roof of the building will be readily seen from viewpoints.

Materials proposed are mostly modern although the principal elevation will be red sandstone to match the existing hotel building. The stone effect aluminium panels and ground floor aluminium cladding will be the same colour as the red sandstone. The use of modern materials reflects nearby modern developments in the surrounding area and will also reflect the colour of the existing hotel. The proposed materials are acceptable. Using materials with a minimal carbon footprint and taking account of embodied carbon of materials is encouraged and an informative is recommended.

The scale and built form of the proposals will contribute to the sense of place. Together with the choice of materials and positioning, the design form and scale will be compatible with the existing building and neighbourhood character.

The proposal will be located in a highly sustainable and accessible location which is well connected. The car park will be adapted to enable the extension to be built. The distinctive architectural style of the existing building will be retained with the modern extension contrasting with the original design. A small external courtyard will enhance the built space, and the existing spa will operate during construction of the extension, thus contributing to physical and mental health. This will contribute to the qualities of place and, thus, complies with NPF4 Policy 14.

The proposal will contribute to compact local living and 20-minute neighbourhoods by providing employment in a sustainable location where there is also residential use nearby. The proposal is in an accessible and sustainable location with easy access to a range of facilities for everyday need. This is in line with NPF4 Policy 15.

The proposal complies with NPF4 Policies 14 and 15 and with LDP Policies Des 1, Des 2, Des 4, Des 11 and Des 12.

Amenity

LDP Policies Des 5 (Development Design - Amenity) and Des 12 (Alterations and Extensions) aim for development not to have an adverse or unreasonable impact on neighbouring properties/developments. LDP Policy Des 5 also states that future occupiers have acceptable levels of amenity in relation to noise, daylight, sunlight, privacy, or immediate outlook.

Noise

Two Noise Impact Assessments (NIAs) have been provided and identified that noise mitigation measures will be required to ensure that noise from the proposal will not impact upon surrounding noise sensitive properties.

Environmental Protection has advised that it has no objections to the application subject to a condition relating to noise mitigation.

The proposed extension will be part of an existing hotel site in a busy city centre location with a level of ambient background noise. Statutory nuisance is covered by a separate legislative regime which could be used if necessary. Anti-social behaviour such as noise disturbance can be dealt with through relevant legislation, such as by Police Scotland or Environmental Health Acts.

Neighbouring Residential/Properties Amenity

A Daylight Report has been submitted with the application. The daylight study was undertaken for the adjacent office building, Standard Life House, and properties at Rutland Square and Rutland Street (residential and commercial). It tested the proposed situation and compared it to the extant permission and carried out a Vertical Sky Component (VSC) test.

The Daylight Report concluded that the majority of windows will experience improved daylighting or retain the same levels of daylight compared to the consented scheme and that the remaining windows will experience negligible changes beyond that of the consented scheme.

The extant planning permission (08/00269/FUL) is a material consideration and, therefore, the approach to the daylight analysis using the base of the daylight analysis for the extant permission is acceptable in this instance.

The adjacent office building has a large expanse of glazing/windows, and it currently takes all of its daylight amenity from the application site, and this should not preclude the hotel from extending. Office use is a less sensitive use than residential and will be lit internally by artificial lighting. Therefore, the impact on daylighting from the current situation to the proposed situation is acceptable in this context.

The proposed extension will sit below the eaves of the existing hotel with much of the overshadowing falling on the application site's car park. There will be a negligible loss of sunlight to gardens or grounds of neighbouring properties, and this is acceptable.

There is existing overlooking of adjacent and nearby properties from the hotel and adjacent offices. Windows from the extension will be over 20 - 30 metres from neighbouring windows in Rutland Street and Rutland Square. Given that there is existing overlooking, the proposed extension will not introduce new overlooking of neighbouring properties.

In addition, LDP Policy Hou 7 (Inappropriate Uses in Residential Areas) states that developments, including changes of use which would have a materially detrimental impact on the living conditions of nearby residents, will not be permitted. The impact of the change of use on amenity in terms of living conditions has already been narrated above under heading "Principle of Development".

There will not be an adverse impact or unreasonable loss of neighbouring amenity.

Site Investigation

Environmental Protection has recommended that a condition requiring site investigation be used to ensure that the site is made safe for the proposed end use. It has advised that it has no objections to the proposed development subject to the use of such a condition.

Information on the planning file for the extant permission (08/00260/FUL), shows that a site investigation condition was applied. Whilst site investigation information was provided for the extant planning permission (08/00260/FUL) and a letter issued by the planning authority advising the condition was discharged, it is unclear if the mitigation works were actually completed, or a Validation Report provided as these are not on the planning file for 08/00260/FUL. There is no evidence on file that all of the site investigation information required has been provided. In these circumstances, a condition is recommended requiring a site investigation to ensure the site is made safe for end users/future occupiers.

The proposal complies with LDP Policies Des 5 and Des 12, with the use of conditions relating to noise mitigation and site investigation.

Transport and Parking

NPF4 Policy 13 aims to encourage sustainable travel and LDP Policies Tra 2 - Tra 4 sets out the requirements for private car and cycle parking. The Edinburgh Design Guidance (EDG) sets out the maximum number of car parking spaces for new development and sets out the cycle parking requirements. The Council's Parking Standards are set out in the Edinburgh Design Guidance.

The Roads Authority (Transport) has advised that it has no objections to the application subject to conditions or informatives as appropriate relating to a contribution to the Edinburgh Tram, secure cycle parking spaces, Travel Plan, Disabled Persons Parking Places, traffic sensitive street and Considerate Constructors Scheme. The Roads Authority has also advised that the reduction of car parking space from 45 to 30 spaces is acceptable and that the accessible bays should be close to the hotel entrance. Therefore, appropriate informatives are recommended. An informative is also recommended for works adjacent to an operational tram line.

In terms of NPF4 Policy 13, part i) relates to the provision of direct, easy, segregated and safe links to local facilities via walking, wheeling and cycling networks before occupation and part vii) relates to the transport needs of diverse groups including users with protected characteristics to ensure the safety, ease and needs of all users. The Roads Authority has recommended an informative relating to the positioning/location of the accessible parking spaces to be relocated nearer to reception.

A Framework Travel Plan has been submitted and an informative is recommended encouraging the applicant to provide a Green Travel Plan to provide more travel details for guests and to promote sustainable travel behaviour to and from the application site.

The amount of cycle parking spaces required by the parking standards set out in the Edinburgh Design Guidance (EDG), states that 1 space per 10 bedrooms is required. This number will be provided in a secure and undercover storage area on the ground floor of the proposed extension and in the form of Sheffield Stands.

The proposal is in line with NPF4 Policy 13 and LDP policies Tra 2- Tra 4, with the use of conditions.

Infrastructure

NPF4 policy 18 (Infrastructure First) intent is to encourage, promote and facilitate an infrastructure first approach to land use planning, which puts infrastructure considerations at the heart of placemaking.

LDP policy Del 1 (Developer Contributions and Infrastructure Delivery) requires that proposals contribute to infrastructure provision where relevant and necessary to mitigate any negative additional impact and where commensurate to the scale of the proposed development. The Action Programme and Developer Contributions and Infrastructure Delivery Supplementary Guidance sets out contributions required towards the provision of infrastructure.

The applicant will be required to contribute the sum of £291,786 (based on the proposed 96 bed hotel in Zone 1) 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.

Conclusion in relation to the Development Plan

The proposal complies overall with the development plan and the principle of development and is acceptable. It will contribute to tourism and the economy and to the vitality and viability of the city centre. The proposal will not harm the special historic or architectural interest or setting of the listed buildings and will preserve the character and appearance of the conservation area. The proposed development is appropriate for the city centre and will be in a sustainable and accessible location. It will contribute to placemaking, compact urban growth and local living. The proposal will re-use previously developed land, contribute to climate change and adaptation and biodiversity enhancement. There are no archaeology issues, with the use of a condition, and no transport issues, with the use of conditions. A developer contribution is required for the Tram Line 1. There are no flood planning issues. Neighbouring amenity will not be unreasonably affected, with the use of a condition relating to noise mitigation.

d) 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

Due regard has been given to section 149 of the Equalities Act 2010.

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

A public comment has raised matters relating to accessibility in terms of the route from the car park to the proposed accessible bedrooms for those using wheelchairs. Drawings show that two accessible spaces are located near to the entrance from the car park into the hotel and the agent has confirmed that guests can access reception via this rear entrance to the hotel, through the restaurant, and then access the proposed accessible rooms in the extension. The agent has advised that direct lift access and shorter routes to the extension is not possible due to security constraints and heritage matters. However, an informative is recommended encouraging the applicant to consider if a shorter and more accessible route from the car park and reception to the accessible rooms would be possible.

Accessible toilet facilities will need to meet the relevant Building Regulations.

In terms of Human Rights, the impact on neighbouring amenity has been considered in section c) above. Use of a condition relating to noise will mitigate the impact on the quality of life for residents and contribute to the continued enjoyment of the property peacefully.

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

Public representations

One objection; one general comment

A summary of the representations is provided below:

material considerations

- drainage - impact on system. Addressed in section c).
- parking - location of accessible bays. Addressed in section c) and d).
- Equalities - accessible routes; location of accessible parking spaces; wheelchair refuges. Addressed in section d).

Note: Public comments received for the parallel listed building application (24/02220/LBC) included material considerations relating to the planning application (24/02219/FUL); however, such comments have not been submitted for the planning application. The matters raised have already been included in the assessment of the proposal in terms of the development plan policies (section c) and equalities (section d). In summary the comments are: -

- Loss of Privacy
- Loss of Sunlight and Overshadowing
- Noise and Disturbance
- Impact on quality of life for local residents

non-material considerations

- construction - noise.
- coach engines idling
- coaches parking in residential parking spaces

Conclusion in relation to identified material considerations.

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

Overall conclusion

The proposal is acceptable with regard to Sections 59 and 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 as it will not harm the listed building, or its setting and it will preserve the character and appearance of the Conservation Area.

The principle of development is acceptable. The proposal will contribute to placemaking and the economy. It is of an acceptable design and scale, will be in a sustainable and accessible location and will contribute to climate change adaptation and mitigation and use brownfield land. It will also contribute to compact local living and 20-minute neighbourhoods. There are no flooding issues, and, with the use of conditions, there are no transport or archaeology issues. A developer contribution for Tram Line 1 is required to be secured by a legal agreement. There will not be an unreasonable loss to neighbouring residential amenity with the use of a noise mitigation condition. Therefore, the proposals comply with the overall objectives of the Development Plan and the application is acceptable. There are no other material considerations that outweigh this conclusion. It is recommended that the application is granted.

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. 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.
3. No development shall take place until the applicant has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Planning Authority, having first been agreed by the City Archaeologist.
 4. The noise and vibration mitigation measures as specified within Sandy Brown Noise Impact Assessment Technical Report reference: 024644-R02-B, dated 26th July 2024 and 024644-R01-A dated 5 June 2024 should be installed and operational prior to start of operations on site.
 5. A detailed specification, including trade names where appropriate, of all the proposed external materials shall be submitted to and approved in writing by the Planning Authority before work is commenced on site; Note: samples of the materials may be required.
 6. A fully detailed landscape plan, including details of all hard and soft surface and boundary treatments, all planting and biodiversity enhancements, shall be submitted to and approved in writing by the Planning Authority before work is commenced on site.

Reasons

1. In order to accord with the statutory requirements of the Town and Country Planning (Scotland) Acts.
2. In order to ensure that the site is suitable for redevelopment, given the nature of previous uses/processes on the site.
3. In order to safeguard the interests of archaeological heritage.
4. In order to safeguard the amenity of neighbouring residents and other occupiers.
5. In order to enable the planning authority to consider this/these matter/s in detail.
6. In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.

Informatives

It should be noted that:

1. The applicant will be required to contribute the sum of £291,786 (based on the proposed 96 bed hotel in Zone 1) 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.
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. The applicant should consider developing a Travel Plan including provision a high-quality map of the neighbourhood (showing cycling, walking and public transport routes to key local facilities), timetables for local public transport.
5. All disabled persons parking places should comply with Disabled Persons Parking Places (Scotland) Act 2009. The Act places a duty on the local authority to promote proper use of parking places for disabled persons' vehicles. The applicant should therefore advise the Council if he wishes the bays to be enforced under this legislation. A contribution of £2,000 will be required to progress the necessary traffic order but this does not require to be included in any legal agreement. All disabled persons parking places must comply with relevant legislation, regulations, and Building Standards.
6. The applicant should note that the proposed development lies on or adjacent to a 'traffic sensitive street' and that this may affect the method and timing of construction, including public utilities - see <https://www.edinburgh.gov.uk/roadspavements/road-occupation-permits/2>
7. The applicant should be aware that the site lies adjacent to existing residential properties and that construction may lead to noise, vibration, dust, and access impacts. The applicant should consider registration of the site under the Considerate Constructors Scheme.
8. The proposed site is adjacent to the operational Edinburgh Tram. To ensure that work on or near the tramway is carried out safely, it is necessary to obtain authorisation to agree a safe system of work. It is a legal obligation to comply with the Authority to Work (AtW) process whilst working on or near the tramway. See <https://edinburghtrams.com/atw>.
9. The proposed accessible bays should be close to the hotel entrance as possible.
10. The applicant/developer is encouraged to use sustainable materials.

11. The applicant/developer is encouraged to install bat boxes and swift bricks in the development.

Background Reading/External References

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

Further Information - Local Development Plan

Date Registered: 15 May 2024

Drawing Numbers/Scheme

01-42.

Scheme 1

**David Givan
Chief Planning Officer
PLACE
The City of Edinburgh Council**

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

Appendix 1

Summary of Consultation Responses

NAME: Archaeologist

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

'No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work (excavation, analysis & reporting, publication, public engagement) in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'

The work must be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological works and for the archiving and appropriate level of publication of the results lies with the applicant.

DATE: 28 May 2024

NAME: Edinburgh World Heritage Trust

COMMENT: Due to the enclosed nature of the area and limited height of the proposed building in relation to its environs, the proposals are not considered to have a major impact on views and character associated with the Outstanding Universal Value of the World Heritage Site.

DATE: 18 July 2024

NAME: HES

COMMENT: No comments to make on the proposals.

DATE: 31 May 2024

NAME: Flood Planning

COMMENT: The application can proceed to determination without further comments.

DATE: 27 July 2024

NAME: Scottish Water

COMMENT: Scottish Water has no objection to this planning application; however, the applicant should be aware that this does not confirm that the proposed development can currently be serviced.

DATE: 23 May 2024

NAME: Economic Development

COMMENT: The development as proposed could be expected to directly support an additional 96 full-time equivalent jobs and £3.594 million of gross value added per annum (2021 prices), plus additional economic impacts associated with visitor expenditure out with the hotel. The land on which the development is proposed to be located is currently used for surface car parking and therefore currently will not support any significant economic activity.

DATE: 4 June 2024

NAME: Environmental Protection

COMMENT: Environmental Protection offers no objection to the application subject to the conditions relating to noise mitigation and site investigation.

DATE: 19 August 2024

NAME: Roads Authority - Transport Planning

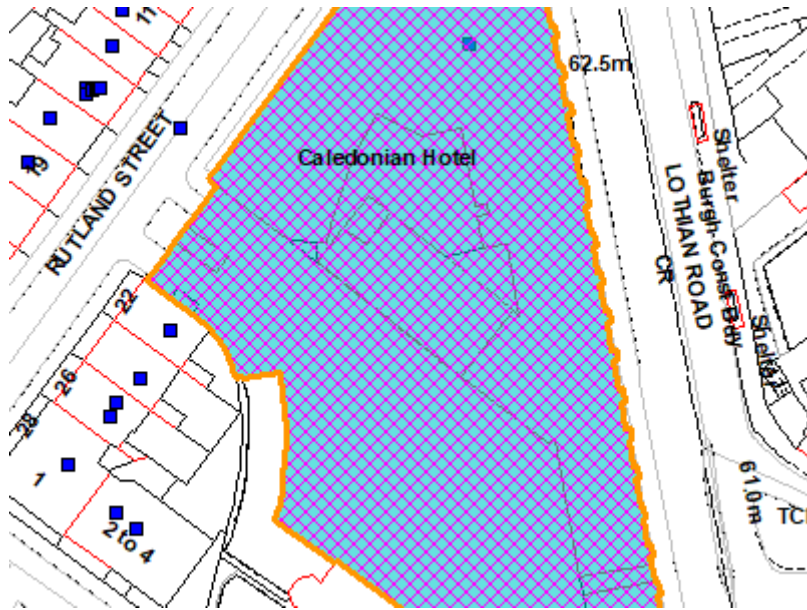
COMMENT: No objections subject to appropriate conditions or informatives relating to:

- tram contribution of £291,786
- a Travel Plan
- disabled persons parking places
- 'traffic sensitive street'
- the Considerate Constructors Scheme.
-

DATE: 28 August 2024

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

Location Plan



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