

Public Document Pack



To: Councillor Boulton, Convener; Councillor Jennifer Stewart, the Depute Provost, Vice Convener; and Councillors Allan, Cooke, Copland, Cormie, Greig, Malik and Avril MacKenzie.

Town House,
ABERDEEN 07 August 2019

PRE-APPLICATION FORUM

The Members of the **PRE-APPLICATION FORUM** are requested to meet in **Committee Room 2 - Town House** on **THURSDAY, 15 AUGUST 2019 at 2.00 pm.**

FRASER BELL
CHIEF OFFICER - GOVERNANCE

B U S I N E S S

- 1 Introduction and Procedure Note (Pages 3 - 6)

MINUTES

- 2 Minute of Previous Meeting of 30 May 2019 - for approval (Pages 7 - 14)

PRE APPLICATION REPORTS

- 3 Redevelopment of site for a major development consisting of the proposed erection of an Elective Care Centre with associated external works - Land to the East of Lady Helen Parking Centre - Foresterhill Road Aberdeen - 190993 (Pages 15 - 22)
- 4 Major development with Circa 187 apartments and 3,700sqm of retail/commercial space with associated landscaping, open space and infrastructure - Middlefield Triangle Haudigan Roundabout - 191138 (Pages 23 - 30)

Website Address: www.aberdeencity.gov.uk

Should you require any further information about this agenda, please contact Lynsey McBain, email lymcbain@aberdeencity.gov.uk or tel 01224 522123

PRE-APPLICATION FORUM PROCEDURE NOTE AND GUIDANCE FOR MEMBERS

1. This procedure note will operate on a trial basis of the Forum and will be subject to review and amendment during this period.
2. Meetings of the Pre-Application Forum will be held in open public session to enable discussion of all national and major development proposals.
3. Forums will be held as soon as possible after the submission of a Proposal of Application Notice (POAN) for all national and major development proposals and, in all cases, prior to the lodging of any associated planning application (this allows a period of 12 weeks following submission of the POAN).
4. The members of the Planning Development Management Committee will constitute the members of the Pre-Application Forum.
5. Ward Members for the Ward in which a specific pre-application proposal under discussion is located will be invited to the Forum but will be allowed to participate in the Forum only in relation to the specific pre-application proposal in their ward.
6. The relevant Community Council for the prospective development proposal(s) to be discussed will be informed of the date and time of the Pre-Application Forum by Committee Services so that they have the opportunity to attend but will not be permitted to participate in the business of the Forum.
7. If a Forum is required it will take place after formal business of the Planning Development Management Committee is concluded - this will normally be 2pm on the same day as the Planning Development Management Committee. The Forum will be separate from the Committee to emphasise the clear differences in status, process and procedure between the two meetings.
8. The case officer for the pre-application proposal will produce a very brief report (maximum 2-3 sides of A4) for the Forum outlining the proposal and identifying the main planning policies, material considerations and issues associated with it and the key information that will be required to accompany any application. The report will not include any evaluation of the planning merits of the proposal.
9. Agents/applicants will be contacted by Committee Services immediately on receipt of a POAN (or before this date if notified by planning officers of the week that a forthcoming POAN is likely to be submitted) and offered the opportunity to give a 10 minute presentation of their development proposal to the members of the Forum. There will be an opportunity for Councillors to discuss these with the agents/applicants, to ask questions and indicate key issues they would like the applicants to consider and address in their eventual application(s). If an applicant/agent does not respond to this offer within 10 days, or declines the opportunity to give such a presentation, then their proposal will be considered by the Forum without a developer/applicant presentation. Committee Services will notify the case officer of the applicant's response.

10. Case officers (or Team Leader/Manager/Head of Planning) and, if considered necessary, other appropriate officers e.g. Roads Projects Officers, will be present at the Forum. The case officer will give a very brief presentation outlining the main planning considerations, policies and, if relevant and useful, procedures and supporting information that will have to be submitted. Officers will be available to answer questions on factual matters related to the proposal but will not give any opinion on, or evaluation of, the merits of the application as a whole.
11. Members, either individually or collectively, can express concerns about aspects of any proposal that comes before the Forum but (to comply with the terms of the Code of Conduct) should not express a final settled view of any sort on whether any such proposal is acceptable or unacceptable.
12. A minute of the meeting will be produced by Committee Services and made publicly available on the Council website.
13. Members should be aware that the proposal being discussed may be determined under delegated powers and may not come back before them for determination. Any report of handling on an application pursuant to a proposal considered by the Pre-Application Forum will contain a very brief synopsis of the comments made by the Forum but the report itself will be based on an independent professional evaluation of the application by planning officers.
14. Training sessions will be offered to Councillors to assist them in adjusting to their new role in relation to pre-application consultation and its relationship with the Code of Conduct.
15. The applicant/agent will be expected to report on how they have, or have not, been able to address any issues raised by the Pre-Application Forum in the Pre-Application Consultation Report that is required to be submitted with any subsequent planning application.

GUIDANCE FOR MEMBERS

In relation to point 11 on the Procedure Note above, it might be helpful to outline a few points regarding the Councillors Code of Conduct and the Scottish Government's Guidance on the role of Councillors in Pre-Application procedures which will hopefully be helpful to the Members. These were discussed at the Training run by Burness Paull on the 28th of November, 2014.

So very briefly, The Code's provisions relate to the need to ensure a proper and fair hearing and to avoid any impression of bias in relation to statutory decision making processes. Having said that, in terms of the Scottish Government's Guidance on the role of Councillors in Pre-Application procedures:

- Councillors are entitled to express a provisional opinion in advance of a planning application being submitted but only as part of the Council's procedures (as detailed at item 1 to this agenda)

- No views may be expressed once the application has been submitted
- In terms of the role of the Forum, it meets to emphasise an outcome limited to the generation of a provisional view (on behalf of the Forum, rather than individual Members of the Forum) on the pre-application, this will allow:
 - Members to be better informed
 - An Early exchange of views
 - A greater certainty/more efficient processing of applications

Members of the Forum are entitled to express a provisional view, but should do so in a fair and impartial way, have an open mind and must not compromise determination of any subsequent planning application.

In terms of dealing with Pre-Applications, Members of the Forum should:

- Identify key issues
- Highlight concerns with the proposal/areas for change
- Identify areas for officers to discuss with applicants
- Identify documentation which will be required to support application

In terms of the Code of Conduct and any interest that Members of the Forum may have in a pre-application, it is worth reminding Members of the Forum that they must, however, always comply with the *objective test* which states “ *whether a member of the public, with knowledge of the relevant facts, would reasonably regard the interest as so significant that it is likely to prejudice your discussion or decision making in your role as a councillor.*”

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PLANNING DEVELOPMENT MANAGEMENT COMMITTEE PRE-APPLICATION FORUM

ABERDEEN, 30 MAY 2019. Minute of Meeting of the PLANNING DEVELOPMENT MANAGEMENT COMMITTEE PRE-APPLICATION FORUM. Present:- Councillor Boulton, Convener; and Councillors Allan, Cooke, Copland, Cormie, Greig, Avril MacKenzie and Malik.

Also present as local members:- Councillors Alphonse and Stuart.

The agenda and reports associated with this minute can be found [here](#).

Please note that if any changes are made to this minute at the point of approval, these will be outlined in the subsequent minute and this document will not be retrospectively altered.

INTRODUCTION AND PROCEDURE NOTE

1. The Forum had before it the procedure note and guidance for members on the operation of Forum meetings.

The Forum resolved:-

to note the procedure note and guidance for members.

MINUTE OF PREVIOUS MEETING OF 6 DECEMBER 2018

2. The Forum had before it the minute of its previous meeting of 6 December 2018, for approval.

The Forum resolved:-

to approve the minute as a correct record.

LAND AT CLOVERHILL EAST OF A90 - 190136

3. The Forum had before it a report by the Chief Officer – Strategic Place Planning, on a submission of a Proposal of Application Notice by Halliday Fraser Munro, on behalf of their client, Cognito Oak LLP, for a proposed major residential led mixed-use development of circa 500-600 units (mixed tenure affordable and private), community facilities, recycling centre and local shops/services (class 1, 2, 3 Sui Generis) with associated landscaping, open space and infrastructure, at land at Cloverhill East of A90 Ellon Road, Bridge of Don Aberdeen, 190136.

The report advised that the application site formed part of a large Business and Industrial land allocation in the Aberdeen Local Development Plan, further identified as an opportunity site (OP2 Berryhill, Murcar) with a flood risk being noted. Immediately to the east were four lanes of the now de-trunked A92 Ellon Road, with the exception of a

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small number of dwellings in two pockets of development which lay between this site and the road. It also stated that beyond the A92 was the Denmore Industrial Estate.

The report also advised that to the north and east was land in agricultural use, and this was allocated for future business/industrial development. The area to the north-east had seen various planning permissions granted for such development, with a number of plots further to the north-east and north already developed along with various elements of related infrastructure. The northern allocation was also an opportunity site (OP1 Murcar) and had a flooding potential. The associated policy (LR1 Land Release Policy) indicated that this area was not likely to see development until post 2027.

The report explained that to the south and east was agricultural land allocated for business and industrial use with a residential property towards the northern end, access to which was taken from Ellon Road. The southern portion of the eastern boundary was adjoined by land which was subject to an extant planning permission in principle for an extension to the Aberdeen Energy Park, the existing developed extent of which was a short distance further south-east.

The report also advised that further east was the coastline of the North Sea, towards which the land generally fell. The existing landscape comprised open agricultural fields enclosed by fences/dry stone walls/hedgerows and a number of trees at various points along these divisions. The Silver Burn passed through the southern extent.

The proposal was classed as a residential led-mixed use development of circa 500 homes, community facilities, retail with associated landscaping, open space and infrastructure and it would constitute a major development.

The Forum heard from Richard Campbell, Cognito Oak LLP and Michael Westwater, Halliday Fraser Munro, in regard to the proposed application. Mark Peters, Craig Scott, Kim McLaren and Cliff Campbell were also in attendance to answer any questions from members. Mr Campbell explained that this was a 10 year development and was marked as business land in the Local Development Plan. However, Mr Campbell explained that there was an overprovision of business land in Aberdeen and as a result they hoped that the land could be used to build over 550 houses which would be a great addition to Bridge of Don. Mr Campbell also advised that they were dedicated to realising their mission and were working proactively with relevant stakeholders.

The Forum then heard from Mr Michael Westwater, Halliday Fraser Munro, who explained that the site was fully deliverable and that the drainage issues could be mitigated. In regard to public engagement, Mr Westwater explained that Cognito had held two separate consultation events at St Columbus Church, which were both well attended. They also did a leaflet drop and advertised both events. The feedback received was very positive and Mr Westwater highlighted the enthusiastic responses and comments received on the lack of sport facilities and affordable housing in Bridge of Don.

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In regards to opportunities, Mr Westwater advised that they wished to (a) support and deliver of the ambitions of Energetica; (b) deliver much needed affordable housing in Bridge of Don, (c) enhance local community and sports facilities, (d) create new parkland and a high quality landscape corridor between Denmore and the coast; (e) slow traffic on the A92 and improve on local connectivity and (f) enhance the quality of place as a key gateway into Aberdeen.

In regards to the proposed land-uses, Mr Westwater explained that there would be (1) 500-600 new mixed tenure homes with up to 30% of these affordable housing, (2) a community hub building and a UEFA sized football pitch for local junior teams, (3) new parkland and open space which would be over 40% of the total site area and (4) local convenience retail and services.

For the design concept, Mr Westwater highlighted their vision for high quality placemaking, high quality landscaping, complementary mixed-uses and a sustainable new development.

Mr Westwater concluded the presentation by advising on the next steps and proposed delivery. Firstly they were still in active discussions with housing providers, secondly an application for planning permission in principle was due to be submitted in June 2019. For the main issues report they were seeking a revised allocation within the proposed Local Development Plan and finally to continue to work with relevant stakeholders, which included Aberdeen City Council and Bridge of Don Thistle Football Club.

The Forum then heard from Mr Gavin Evans, Case Officer, who addressed the Forum and provided details regarding the planning aspects of the application and responded to questions from members. Mr Evans explained that the site occupied 23ha of a wider 68.4ha site allocated in the Aberdeen Local Development Plan for Business and Industrial use and explained that should the application be submitted, a Pre Determination Hearing would be required to be held due to there being a significant departure from the Local Development Plan and this would go to Full Council for determination and not the Planning Development Management Committee.

Mr Evans highlighted that as part of the application, the applicant had been advised that the following information would need to accompany the formal submission:-

- Pre-Application Consultation Report;
- Flood Risk Assessment;
- Analysis of Business/Industrial and Housing Land supply;
- Details of mitigation of potential conflict between housing and business/industrial uses;
- Masterplan;
- Design and Access Statement;
- Landscape Strategy and Management Plan;
- Retail Impact Assessment (depending on the scale of retail offering)
- Commentary on sequential test to site selection (depending on the scale of significant footfall generating use)

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- Transport Assessment;
- Travel Plan;
- Noise Impact Assessment;
- Affordable Housing Delivery Strategy;
- Tree Survey, Arboricultural Impact Assessment and Tree Protection Plan;
- Drainage Impact Assessment;
- Protected Species Surveys and Mitigation Plans; and
- Low and Zero Carbon Buildings and Water Efficiency Statement.

Mr Evans also explained that the Aberdeen Local Development Plan allocated land for residential developments to meet the needs of the area, and a Housing Land Audit for Aberdeen City and Aberdeenshire was published each year to determine if there was sufficient land available for housing development in the area, with a requirement set out in Scottish Planning Policy for authorities to provide at least a five year land supply at all times. Consideration of any housing proposal on this site would include assessment of the extent to which the full realisation of the allocated employment use would be precluded, and also whether there was sufficient land allocated and available for residential development.

Mr Evans also provided details on the relevant planning policies for this application and they were noted as:-

- Policy LR1 – Land Release Policy;
- Policy LR2 – Delivery of Mixed Use Communities;
- Policy D1 – Quality Placemaking by Design
- Policy D2 – Landscape
- Policy NC4 – Sequential Approach and Impact
- Policy NC5 – Out of Centre Proposals
- Policy NC8 – Retail Development Serving New Development Areas
- Policy I1 – Infrastructure Delivery and Planning Obligations
- Policy T2 – Managing the Transport Impact of Development
- Policy T3 – Sustainable and Active Travel
- Policy T5 – Noise
- Policy B1 – Business and industrial Land
- Policy B4 – Aberdeen Airport
- Policy H3 – Density
- Policy H4 – Housing Mix
- Policy H5 – Affordable Housing
- Policy CF2 – New Community Facilities
- Policy NE1 – Green Space Network
- Policy NE4 – Open Space Provision in New Development
- Policy NE5 – Trees and Woodlands
- Policy NE6 – Flooding, Drainage and Water Quality
- Policy NE8 – Natural Heritage
- Policy NE9 – Access and Informal Recreation
- Policy R6 – Waste Management Requirements for New Development
- Policy R7 – Low and Zero Carbon Buildings, and Water Efficiency; and

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- Policy CI1 – Digital Infrastructure.

Members then asked a number of questions of both the applicant and the case officers and the following information was noted:-

1. In regards to the flood risk, Mr Westwater explained that Fairhurst had carried out the assessment and it would be evaluated by the relevant Council officer when the application was submitted;
2. The applicant would welcome the opportunity to attend the Bridge of Don Community Council to outline and discuss the planning application;
3. They hoped to deliver the shop units after the Council Housing aspect was delivered and the Community Hall would be a part of phase 2 or 3. They also hoped that the Community Hall could be used by a local charity for a few days a week as a base;
4. The applicant was to look at the bungalow provision for the overall site and look at incorporating bungalow style housing within the Council Housing section. The applicant would discuss this with the relevant Council officers;
5. The applicant was also to look at the phasing plan and investigate whether the facilities could be done at the same time as the Council Housing, in order for the facilities to be available to tenants as soon as possible;
6. The applicant was in discussions with Roads Development Management officers to reduce the speed limit on Ellon Road;
7. Education capacity within the local schools was being looked at;
8. The applicant was looking at incorporating electric vehicle charging points within the site;
9. They hoped to provide a walkable sustainable development, and buses would be able to enter the site so no layby provision would be needed;
10. In regard to the factoring for properties to maintain the green space and parks etc, the applicant advised they were in discussions with Council officers, in relation to the Council Housing and who would pay for the factoring;
11. A Play Strategy would be submitted with the formal application which would indicate the range of facilities to be provided.

The report recommended:-

That the Forum –

- (a) Note the key issues identified;
- (b) If necessary, seek clarification on any particular matters; and
- (c) Identify relevant issues which they would like the applicant to consider and address in any future application.

The Forum resolved:-

- (i) to request that the applicant look at the bungalow provision throughout the site and also to enter discussions with Council officers, to look at incorporating bungalow style housing to the Council Housing element of the site;
- (ii) to request that the applicant liaise with Council officers in regard to the factoring for the site and how this would be utilised within the Council Housing element of the site;

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- (iii) to request that the applicant continue to look at the phasing of the development and whether the shop units could be delivered at the same time as the Council Housing element; and
 - (iv) to thank Mr Westwater and Mr Campbell for their informative presentation.
- **Councillor Marie Boulton - Convener**

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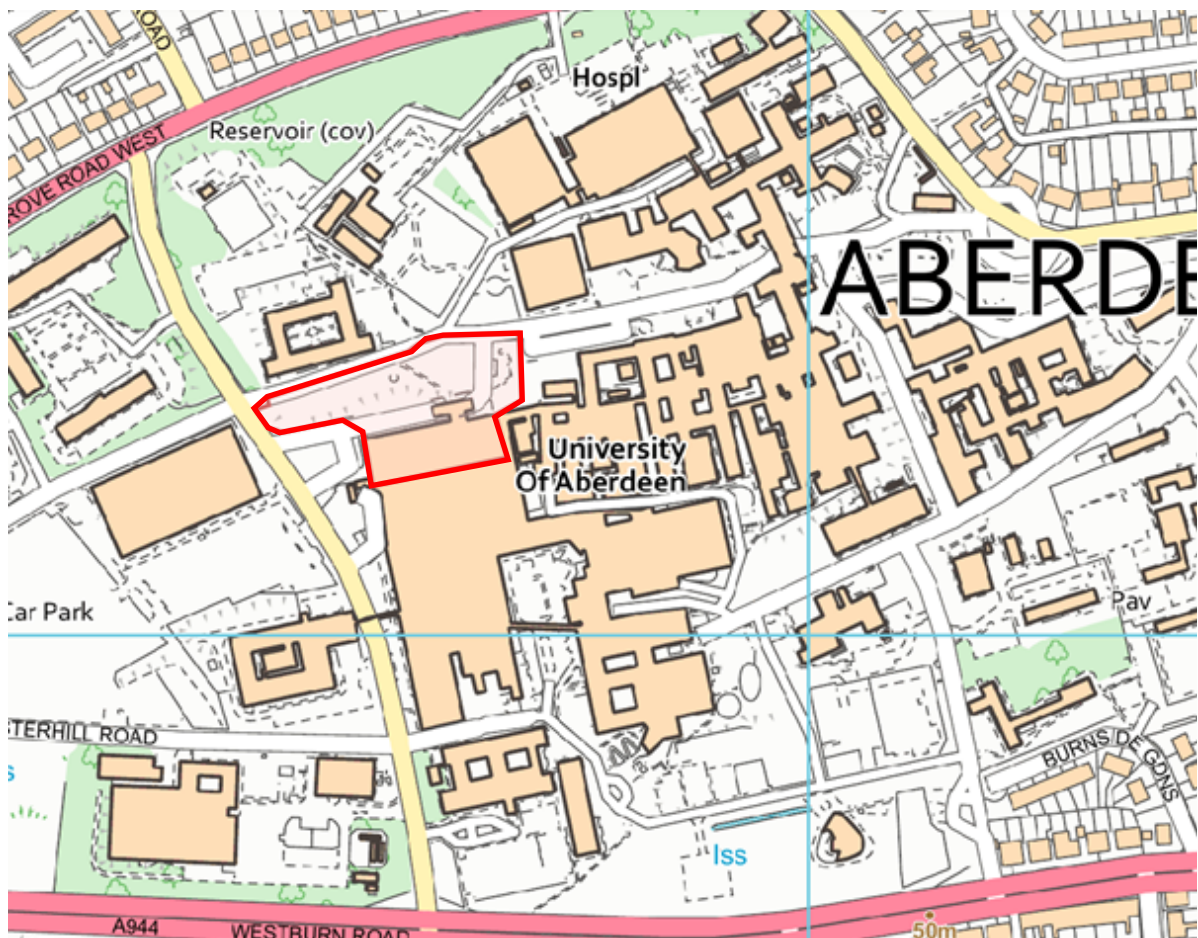


Pre-Application Forum

Report by Development Management Manager

Pre-application Forum Date: 15th August 2019

Site Address:	Land To East Of Lady Helen Parking Centre, Aberdeen Royal Infirmary, Foresterhill Road, Aberdeen AB25 2ZN
Application Description:	Redevelopment of site for a major development consisting of the proposed erection of an Elective Care Centre with associated external works
Application Ref:	190993/PAN
Application Type	Proposal of Application Notice
Application Date:	21 June 2019
Applicant:	NHS Grampian
Ward:	Mid Stocket/Rosemount
Community Council:	Rosemount And Mile End
Case Officer:	Gavin Evans



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APPLICATION BACKGROUND

Site Description

The prospective application site, which extends to approximately 0.9ha (9,000sqm) forms part of the Foresterhill Health Campus, and is located immediately to the north of Phase 1 (Ward Block) building which incorporates the 'front door' to Aberdeen Royal Infirmary. This block is understood to date from the 1960s, and non-emergency ambulance access is provided for along the north side of the building, with covered patient drop-off facilities mid-way along that northern elevation. A one-way system regulates access, with vehicles arriving from the north and leaving to the west.

A bus drop-off and turning area, accessed via Foresterhill Road, serves the Foresterhill Health Campus, and is located to the south-west of the site, providing drop-off and pick-up close to the main entrance.

The recently constructed Lady Helen Parking Centre offers multi-storey car parking facilities to the west of the site.

Relevant Planning History

Application Number	Proposal	Decision Date
190993/PAN	Redevelopment of site for a major development consisting of the proposed erection of an Elective Care Centre with associated external works	28.06.2019 Status: Further Consultation Required
180778/MSC	Approval of matters specified in conditions 1b), 1c), 1d), 1e), 1f), 1g), 1i), 1j), 1k), 1l), 1m), 1n) (detailed design), 2 (local road improvement details), 3 (Transportation assessment & Parking Strategy), 4 (Public Transport Strategy), 5 (Travel Plan), 6 (Signage Strategy), 7 (Noise and Vibration), 8 (Air Quality) and 9 (Public Art) in relation to P151491 for the erection of the Baird Family Hospital and Anchor Centre	30.11.18 Status: Approved Conditionally
170573/MSC	Approval of matters specified in conditions 1a) (site layout) and 1h) (phasing) in relation to P151491 for the erection of the Baird Family Hospital and the Anchor Centre at Foresterhill Health Campus	30.11.2018 Status: Approved Conditionally
161497/DPP	The creation of a 48 temporary parking spaces on a grassed area within the grounds of Aberdeen Royal Infirmary to mitigate the impact of short term parking loss during the construction of a new Multi Storey Car Park granted consent by Aberdeen City Council on 12 August 2016 - Application reference	20.10.2016 Status: Application not required

	151988. Upon completion of the new MSCP in mid-2017, the temporary car parking will be removed and the grassed area reinstated.	
151988	Detailed Planning Permission for: The erection of a 6/7 storeys new Multi-Storey Car Park and adjustments to facilitate entry and exit the MSCP and public realm works leading from the MSCP to the Hospital Entrance	12.08.2016 Status: Approved Conditionally
151491	Planning Permission in Principle for: Erection of The Baird Family Hospital and The Anchor Centre at Foresterhill Health Campus	17.11.2016 Status: Approved Conditionally

APPLICATION DESCRIPTION

Description of Proposal

This proposal involves the construction of an extension to the existing 'Phase 1' ward block at Aberdeen Royal Infirmary, along with associated service yard, ambulance parking bays and turning spaces, and hard and soft landscaping. The proposed extension is described as an 'Elective Care Centre', and the applicants' submissions set out how it is intended to provide day patient services for a number of surgical and medical specialities by providing day-case procedures/surgery along with a dedicated endoscopy unit in a single facility. The Elective Care Centre would be capable of providing 'one stop' clinics for Urology, Respiratory and Dermatology, along with outpatient Imaging services, along with teaching and meeting accommodation. The applicants highlight that most of the services contained within the proposed extension would be relocating from other locations within the Foresterhill Health Campus.

This proposal represents a 'Major' application in terms of the relevant development hierarchy, meaning that there is a statutory requirement for pre-application consultation and submission of a Proposal of Application Notice (PoAN).

Supporting Documents

All drawings and supporting documents listed below can be viewed on the Council's website at:

<https://publicaccess.aberdeencity.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=PTG6UJBZ02K00>.

MATERIAL CONSIDERATIONS

Legislative Requirements

Sections 25 and 37(2) of the Town and Country Planning (Scotland) Act 1997 require that where, in making any determination under the planning acts, regard is to be had to the provisions of the Development Plan and that determination shall be made in accordance with the plan, so far as material to the application unless material considerations indicate otherwise.

National Planning Policy and Guidance

- Scottish Planning Policy

Aberdeen City and Shire Strategic Development Plan (2014) (SDP)

The purpose of the SDP is to set a spatial strategy for the future development of the Aberdeen City and Shire. The general objectives of the plan are promoting economic growth and sustainable economic development which will reduce carbon dioxide production, adapting to the effects of climate change, limiting the use of non-renewable resources, encouraging population growth, maintaining and improving the region's built, natural and cultural assets, promoting sustainable communities and improving accessibility.

From the 29 March 2019, the Strategic Development Plan 2014 will be beyond its five-year review period. In the light of this, for proposals which are regionally or strategically significant or give rise to cross boundary issues between Aberdeen City and Aberdeenshire, the presumption in favour of development that contributes to sustainable development will be a significant material consideration in line with Scottish Planning Policy 2014.

The Aberdeen City Local Development Plan 2017 will continue to be the primary document against which applications are considered. The Proposed Aberdeen City & Shire SDP 2020 may also be a material consideration.

Aberdeen Local Development Plan (2017)

- Policy D1: Quality Placemaking by Design
- Policy D2: Landscape
- Policy I1: Infrastructure Delivery and Planning Obligations
- Policy T2: Managing the Transport Impact of Development
- Policy T3: Sustainable and Active Travel
- Policy CF1: Existing Community Sites and Facilities
- Policy NE5: Open Space Provision in New Development
- Policy NE5: Trees and Woodlands
- Policy R6: Waste Management Requirements for New Development
- Policy R7: Low and Zero Carbon Buildings, and Water Efficiency

The site was previously subject to a Development Framework, however this lapsed on adoption of the current Aberdeen Local Development Plan (2017), and so no longer has any formal status in the planning authority's decision-making process.

Supplementary Guidance and Technical Advice Notes

- Transport and Accessibility;
- Planning Obligations;
- Landscape;
- Green Space Network and Open Space;
- Trees and Woodland;
- Flooding, Drainage and Water Quality.

CONSIDERATIONS

Principle of Development

The proposed site is located within the wider Foresterhill Health Campus, which is identified in the ALDP as a CF1 area, representing 'Existing Community Sites and Facilities'. The areas to the north and south of the Foresterhill campus are established residential communities, as reflected in their H1 (Residential Areas) zoning, however it is noted that the location of the proposed works is right at the centre of the hospital site, and is circa 200m from the nearest residential properties, on Ashgrove Road West.

Policy CF1 sets out that existing healthcare sites shall be used primarily for healthcare and/or related medical and educational purposes, and that proposals for new or extended uses of this type will be supported in principle. On that basis, the Development Plan offers support for the evolution of the hospital facilities on this site, and the principle is accepted. It follows that the acceptability of any proposal will be determined by the detailed consideration of its layout, design and other material considerations.

Layout and Design

Policy D1 requires that developments ensure high standards of design and have a *“strong and distinctive sense of place, based on context appraisal, detailed planning, quality architecture, craftsmanship and materials”*. Well-considered landscaping and a range of transportation opportunities are required in order to ensure connectivity.

D1 also links to consideration against six essential qualities, as follows:

- Distinctive
- Welcoming
- Safe and pleasant
- Easy to move around
- Adaptable
- Resource efficient

The building is orientated to face west, recognising that the main arrival points for visitors are likely to be the multi-storey car park and the existing bus drop-off point. The supporting statement provided refers to the massing of the building taking its cue from the surrounding buildings, and it appears that there is scope for this extension to tuck in behind the existing Phase 1 ward block in such a way that its wider visual impact is mitigated. As part of a Design and Access Statement, distant views of the site should be analysed to demonstrate any effect on townscape as a result of the proposed extension. It is noted also that screening would be used at roof level to contain and conceal plant equipment from view. The irregularity of window placements is understood to be a result of the wide range of accommodation requirements internally, and the resultant lack of formality in the elevations is a reasonable response to this. In terms of elevational treatments and materials, it is recommended that cues are taken from recently approved developments within the wider Foresterhill Health Campus, as these provide a useful guide to what has been accepted previously. White render can present challenges in terms of its weathering and discolouration over a relatively short period of time, so its use should be carefully considered if the building is to retain its appearance over time. The public face presented by the western elevation is based around a rendered 'frame', which is arguably a somewhat dated form, and it may be worthwhile considering the use of glazing on the entirety of that frontage, dispensing with the surrounding frame. The colonnade at ground floor level provides a degree of shelter, however from the elevation provided the entrance might be more readily identifiable in the overall composition – there may be an opportunity to use colour in achieving

this.

The area to the east of the centre is essentially back-of-house space, providing for servicing and ambulance drop-off and parking. Vehicular access is shown as being restricted accordingly. In this regard the layout clearly defines its public face and its service areas, and the western elevation is readily identifiable as the public frontage. The entrance plaza, landscaping and seating to the west of the main entrance offers opportunities to sit in a pleasant space, with a southerly aspect. The detail of hard and soft landscaping will be important, and again this should be influenced by the pallet of materials used on other recent developments in the wider hospital campus.

Policy D2 (Landscape) requires that developments have a strong landscape framework, which *“improves and enhances the setting and visual impact of developments, unifies urban form, provides shelter, creates local identity and promotes biodiversity”*. Any application must be accompanied by a landscape strategy and management plan, incorporating hard and soft landscaping design specifications.

The ALDP does not stipulate minimum standards for open space in non-residential developments, and appropriate provision will be considered on a site by site basis. Open space, over and above site landscaping, can make an important positive contribution to non-residential development, creating places for staff to get fresh air and unwind, or to go for a walk or run at lunch time. Connecting non-residential developments, such as employment uses, to existing path networks and nearby open spaces can also support healthy lifestyles and sustainable travel opportunities. In this instance, it is noted that the site layout identifies a protected, enclosed external space for staff use to the south of the Elective Care Centre. Due to its relationship, this space is likely to be in shade for much of the day, however it would nevertheless provide a dedicated space for staff to utilise during breaks. To the west, there is provision made for public seating in an outdoor space immediately to the north of the Phase 1 ward block. This is welcomed, however it is noted that the high retaining wall between this space and the main entrance level of the elective care centre is such that there might be an opportunity for softening of a potentially oppressive high wall with planting, use of colour or public art.

It is understood that there may be a number of existing trees within the site which may be affected by the proposed development. Policy NE5 sets out a general presumption against the loss of trees, and it will be necessary to mitigate against any losses with replacement planting as part of the development. The Council’s ‘Trees and Woodlands’ Supplementary Guidance sets out a requirement for tree surveys and appropriate assessments of impact to accompany applications. Proposals for replacement planting should form part of an overall landscape strategy for the site.

Transport and Accessibility

The proposal involves the construction of a significant extension within the already densely developed Foresterhill Health Campus. Policy T2 (Managing the Transport Impacts of Development) requires that new developments must demonstrate that sufficient measures have been taken to minimise traffic generated and to maximise opportunities for sustainable and active travel. Transport Assessments and Travel Plans will be required for developments which exceed the thresholds set out in the accompanying ‘Transport and Accessibility’ Supplementary Guidance. That SG sets out the role of such supporting information in establishing the impacts of a development on the surrounding roads infrastructure and identifying where further infrastructure or improvements to existing road and pedestrian access are warranted. It is also stated that there is a presumption against development that is likely to generate a significant number of car trips unless appropriate mitigation measures are put in place. The SG notes that Hospital developments exceeding 2,500sqm will require a Transport Assessment as part of the suite of supporting documents. The Council’s Roads Development Management Team will be able to advise on the necessary scope of that Transport Assessment. It is understood that most of the services to be provided will be

relocating from other locations within the wider Foresterhill Health Campus, however this proposal will nevertheless create additional floorspace, and it is important that the planning authority understands what is intended in the spaces to be vacated as a result of services relocating to the proposed new Elective Care Centre. The site is located in the 'Outer' parking zone.

Policy T3 (Sustainable and Active Travel) highlights the importance of non-motorised travel, and requires that developments are accessible via a range of transport modes, with an emphasis on active and sustainable transport penetration. It is recognised that there will still be instances where car travel is required, particularly for a major regional facility such as the Foresterhill Health Campus, and on that basis initiatives such as car sharing, alternative fuel vehicles and Car Clubs will also be supported where appropriate.

It is noted that the arrangement of the building and its surrounding spaces includes connections to pedestrian desire lines to the multi-storey car park to the west and to Ashgrove House to the north. The existing bus drop-off point is conveniently located for those arriving by bus, and connection to the main entrance is made via a staircase from the bus drop-off point. The orientation of these stairs should be considered carefully, as a slight turn or flaring could assist in making them more obvious and welcoming on approach from the south, rather than from the existing bus stop.

Technical Matters

Policy I1 (Infrastructure Delivery and Planning Obligations) sets out that developments which either individually or cumulatively place additional demands on community facilities or infrastructure, such that new facilities are required or existing deficiencies are exacerbated, will be required to meet or contribute to the cost or providing or improving the affected infrastructure or facilities. Applicants may wish to contact the Council's Developer Obligations Team for further guidance on the likely nature and extent of any contributions prior to submitting an application. Further guidance is contained within the Council's Planning Obligations Supplementary Guidance – https://www.aberdeency.gov.uk/sites/default/files/Planning%20Obligations_0.pdf

Policy NE6 (Flooding, Drainage and Water Quality) sets out that new development should not increase flood risk, and should ensure that surface water is appropriately drained within the site. Drainage proposals should form part of any application.

Policy R7 (Low and Zero Carbon Buildings and Water Efficiency) covers both measures to reduce carbon emissions to specified standards and water efficiency measures. In this instance, as the proposal represents an extension to an existing building, the former will not apply. Water saving technologies should be adopted in order to contribute to reducing pressure on water abstraction from the River Dee. Further guidance is contained within the Council's 'Resources for New Developments' Supplementary Guidance.

PRE-APPLICATION CONSULTATION

The applicants propose to hold a public drop-in consultation and exhibition at a venue in the local area, with the date and venue yet to be confirmed. A notice will be published in a local newspaper 7 days prior to that event. The planning authority has also requested that copies of the notice are displayed at various locations in the area, informing of the details of the public consultation event at least 7 days in advance. Notifications are also to be sent to specified addresses on Ashgrove Road West and Cornhill Road, those being the closest residential properties.

NECESSARY INFORMATION TO SUPPORT ANY FUTURE APPLICATION

As part of any application, the applicant has been advised that the following information would need to accompany the formal submission –

- Pre-Application Consultation Report
- Design and Access Statement
- Landscape Strategy and Management Plan
- Transport Assessment
- Travel Plan
- Tree Survey, Arboricultural Impact Assessment and Tree Protection Plan
- Water Efficiency Statement

RECOMMENDATION

It is recommended that the Forum

- (i) note the key issues identified;
- (ii) if necessary seek clarification on any particular matters; and
- (iii) identify relevant issues which they would like the applicants to consider and address in any future application.

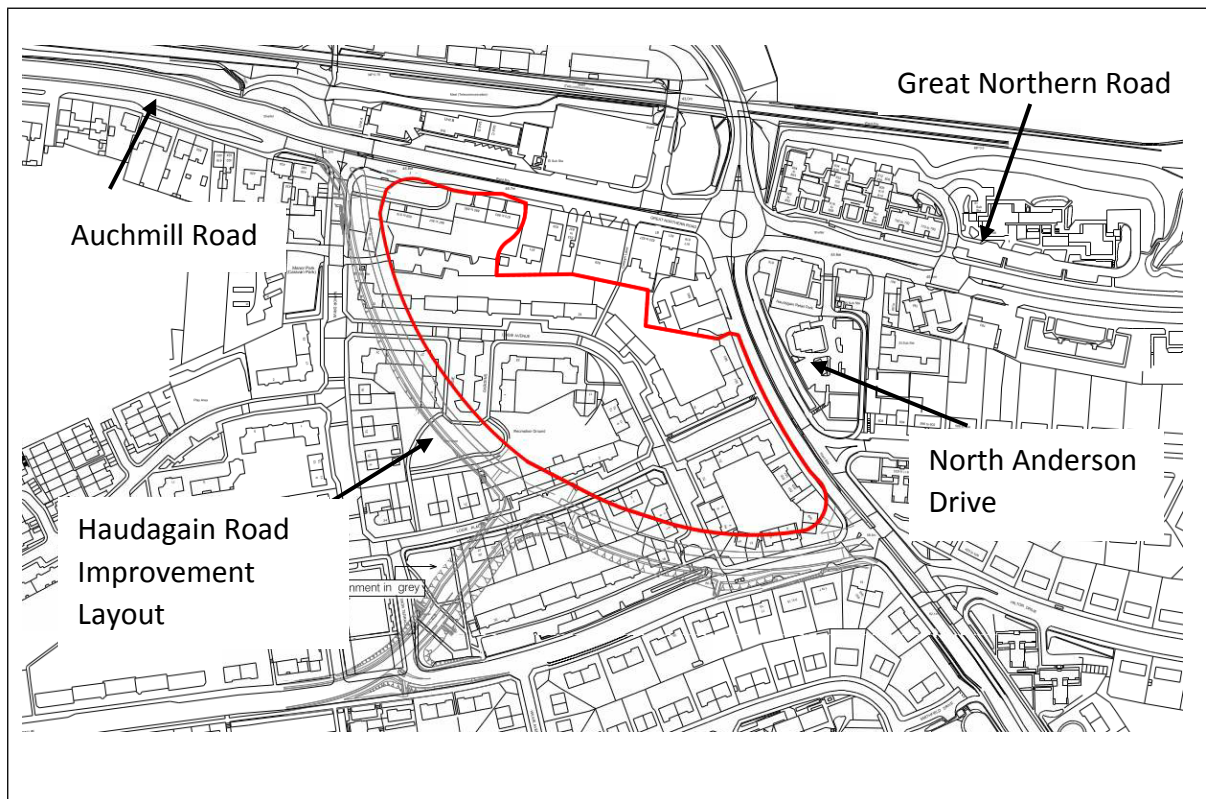


Pre-Application Forum

Report by Development Management Manager

Committee Date: 15 August 2019

Site Address:	Middlefield Triangle, The Haudagain, North Anderson Drive, Aberdeen
Application Description:	Major development with Circa 187 apartments and 3,700sqm of retail/commercial space with associated landscaping, open space and infrastructure
Application Ref:	191138/PREAPP
Application Type	Pre-Application Enquiry
Application Date:	16 July 2016
Applicant:	Dandara Ltd
Ward:	Northfield/Mastrick North
Community Council:	Northfield
Case Officer:	Aoife Murphy



APPLICATION BACKGROUND

Site Description

The site is located within the residential area of Middlefield. A number of flatted developments stood on the site, but they are currently undergoing demolition and once complete the site will be cleared. The site is bound to the north by retail units and Great Northern Road/Auchmill Road and to the west by North Anderson Drive and a retail park beyond and is currently bound to the south and west by residential properties.

It has been confirmed that a new link road will be constructed around the site to the south and west by Transport Scotland, which will link North Anderson Drive to Auchmill Road.

Relevant Planning History

A Proposal of Application Notice (POAN) was submitted and agreed for this proposal under planning reference 190100/PAN on 13 February 2019.

APPLICATION DESCRIPTION

Description of Proposal

Proposed is a mixed-use development consisting of both residential and commercial/retail development. Based on the information submitted the residential aspect would consist of approximately 187 units, while the commercial/retail aspect would be approximately 3,700sqm of development. Both aspects would be supported by open space, landscaping and associated infrastructure.

MATERIAL CONSIDERATIONS

Legislative Requirements

Sections 25 and 37(2) of the Town and Country Planning (Scotland) Act 1997 require that where, in making any determination under the planning acts, regard is to be had to the provisions of the Development Plan and that determination shall be made in accordance with the plan, so far as material to the application unless material considerations indicate otherwise.

National Planning Policy and Guidance

Scottish Planning Policy (SPP)

Aberdeen City and Shire Strategic Development Plan (2014) (SDP)

The purpose of the SDP is to set a spatial strategy for the future development of the Aberdeen City and Shire. The general objectives of the plan are promoting economic growth and sustainable economic development which will reduce carbon dioxide production, adapting to the effects of climate change, limiting the use of non-renewable resources, encouraging population growth, maintaining and improving the region's built, natural and cultural assets, promoting sustainable communities and improving accessibility.

From the 29 March 2019, the Strategic Development Plan 2014 will be beyond its five-year review period. In the light of this, for proposals which are regionally or strategically significant or give rise to cross boundary issues between Aberdeen City and Aberdeenshire, the presumption in favour of development that contributes to sustainable development will be a significant material consideration in line with Scottish Planning Policy 2014.

The Aberdeen City Local Development Plan 2017 will continue to be the primary document against which applications are considered. The Proposed Aberdeen City & Shire SDP 2020 may also be a material consideration.

Aberdeen Local Development Plan (2017)

Policy D1 - Quality Placemaking by Design

Policy D2 - Landscape

Policy NC4 - Sequential Approach and Impact

Policy I1 - Infrastructure Delivery and Planning Obligations

Policy T1 - Land for Transport

Policy T2 - Managing the Transport Impact of Development

Policy T3 - Sustainable and Active Travel

Policy T4 - Air Quality

Policy T5 - Noise

Policy H1 - Residential Areas

Policy H3 - Density

Policy H4 - Housing Mix

Policy H5 - Affordable Housing

Policy NE4 - Open Space Provision in New Development

Policy NE6 - Flooding, Drainage and Water Quality

Policy NE9 - Access and Informal Recreation

Policy R6 - Waste Management Requirements for New Development

Policy R7 - Low and Zero Carbon Buildings, and Water Efficiency

Policy C11 - Digital Infrastructure

The site occupies approximately 4.34ha and is identified as Opportunity Site OP65 - Haudagain Triangle, Middlefield in the Local Development Plan. The Opportunity Site designation states that following road improvements in this area, land will become vacant and surplus. The policy that relates to this allocation is Residential/Land for Transport.

Supplementary Guidance

- Landscape
- Hierarchy of Centres
- Planning Obligations
- Affordable Housing
- Transport and accessibility
- Air Quality
- Noise
- Flooding, Drainage and Water Quality
- Resources for New Development

Other Material Considerations

APPLICATION REF: 191138/PREAPP

Airport Safeguarding - All buildings, structures, erections and works exceeding 45 metres in height (147.6 feet) require consultation with Aberdeen International Airport.

Airport Safeguarding – All applications for developments likely to attract birds and all applications connected with aviation use require consultation with Aberdeen international Airport.

Cycle Network – Haudagain: North Anderson Drive to Great Northern Road.

Historic Environment Record – Middlefield – Site of a house and farmstead. The OS 1st edition map, on which it is names Middlefield House, shows a complex of buildings arranged around a court with two other long ranges to the south, one with attached horsemill. There had been a number of alterations and additions by the time of the 2nd edition map and the horsemill had been removed. A trial trenching evaluation was carried out by Headland Archaeology in July 2017 in advance of road improvements. This recorded cobbled surfaces, a wall cut and a metalled surface, which are thought to relate to the 19th century buildings. Site Condition – Destroyed. Dated 01/06/2018.

NATS Safeguarding – Perwinnes Hill Radar Technical Site Safeguarding – Development 45m above ground level require consultation to Civil Aviation Authority (CAA).

Open Space:

- Site is within 800m buffer of Heathery Fold allotment.
- Site is within 400m buffer for play spaces.
- Site is within natural green space of 2Ha and 5Ha buffer.
- Site is within 400m buffer of local open space.
- Site is within 600m buffer of neighbourhood open space

No paths record within the site, but paths are located in close proximity

Flood Risk: Pockets across the centre and east of the site are identified as being at risk of flooding from surface water, as identified on the SEPA Flood Map.

CONSIDERATIONS

Principle of the Proposal

The site lies within the residential area of Middlefield, as such Policy H1 - Residential Areas applies. For the residential aspect of this development Policy H1 advises that proposals for new residential development would be supported in principle, as long as it;

1. does not constitute over development;
2. does not have an unacceptable impact on the character and amenity of the surrounding area;
3. does not result in the loss of valuable and valued areas of open space. Open space is defined in the Aberdeen Open Space Audit 2010; and
4. complies with Supplementary Guidance.

For the commercial/retail aspect of this development H1 advises that proposals for non-residential uses would be supported if they are:

1. considered complementary to the residential use; or
2. it can be demonstrated that the use would cause no conflict on with, or nuisance to, the enjoyment of existing residential properties.

Given the proposal includes aspects of commercial/retail development, Policy NC4 - Sequential Approach and Impact will be used to assess the proposal. The policy advises that significant footfall generating development appropriate to town centres should be located in accordance with the hierarchy and sequential approach as defined in the Local Development Plan and detailed in the Supplementary Guidance Hierarchy of Centres. However, OP65 is not located within a defined centre nor is it allocated for this type of development, as such the proposal fails to comply with this policy. Proposals such as this should not detract significantly from the vitality or viability of any centre and it is considered that this development may cause harm to nearby district or neighbourhood centres.

Layout, Scale and Design

Issues of layout, scale and design will need to be considered against Policy D1 - Quality Placemaking by Design and Policy D2 – Landscape. Policy D1 advises that all development must ensure high standards of design and have a strong and distinctive sense of place which takes into account the context of the surrounding area and will be required to offer opportunities for connectivity which take in to account the character and scale of the development.

Developments that contribute to placemaking will help sustain and enhance the social, economic, environmental and cultural attractiveness of the city. Proposals will be considered against six essential qualities:

- Distinctive
- Welcoming
- Safe and pleasant
- Easy to move around
- Adaptable
- Resource efficient

Policy D2 (Landscape) requires that developments have a strong landscape framework, which “improves and enhances the setting and visual impact of developments, unifies urban form, provides shelter, creates local identity and promotes biodiversity”. Any application must be accompanied by a landscape strategy and management plan, incorporating hard and soft landscaping design specifications.

Policy H3 – Density, will seek an appropriate density of development on all housing allocations. Densities should have consideration to the site’s characteristics and those of the surrounding area and should create attractive residential environment and safeguard living conditions within the development.

While, Policy H4 - Housing Mix advises that housing development, such as that proposed, will be required to achieve an appropriate mix of sizes, which should reflect

the accommodation requirements of specific groups. This mix should include smaller 1 and 2 bedroom units and should be reflected in both the market and affordable housing contributions. This approach helps to create mixed and inclusive communities by offering a choice of housing.

Technical Matters

Developer Obligations:

Development must be accompanied by the infrastructure, services and facilities required to support new or expanded communities and the scale and type of developments proposed. Where additional demands on community facilities or infrastructure that would necessitate new facilities or exacerbate deficiencies in existing provision, the Council will require the developer to meet or contribute to the cost of providing or improving such infrastructure or facilities. The level of infrastructure requirements and contributions will be outlined by the Council, through the Developer Obligations Assessment and will relate to the development, in line with Policy I1 - Infrastructure Delivery and Planning Obligations.

Transport and Accessibility:

The land to the south and west, which surround the site are required for the Haudagain Roundabout Improvements as per Policy T1 - Land for Transport.

With regards to sustainable and active travel, Policies T2 - Managing the Transport Impact of Development and T3 - Sustainable and Active Travel will be used to assess the development. Policy T2 requires all new developments demonstrate that sufficient measures have been taken to minimise traffic generated and to maximise opportunities for sustainable and active travel. In light of what is proposed a Transport Assessment will be required to support the proposal as would a Travel Plan. Parking requirements are also outlined in the Transport and Accessibility Supplementary Guidance as will depend on the number of bedrooms per flats and the gross floor area of the retail and commercial units.

In terms of Policy T3, new developments must be accessible by a range of transport modes, with an emphasis on active and sustainable transport. The internal layout of developments must prioritise walking, cycling and public transport penetration. In addition, links between residential, employment, recreation and other facilities must be protected or improved for non-motorised transport users, making it quick, convenient and safe for people to travel by walking and cycling. With regards to this proposal, links to the site should be looked at from the surrounding road networks.

Air Quality:

The site is located adjacent an Air Quality Management Area (AQMA), therefore developments should not have detrimental impact on the existing air quality. As such mitigation measures for preventing the impact both on the AQMA and from the AQMA on the new development will need to be taken into account. The type of measure will depend on the nature and scale of the development and examples of measures have been outlined in the Air Quality Supplementary Guidance.

Noise:

Given the location of the development adjacent public roads, it is likely that there will be exposure to noise. As such and as per the requirements of Policy T5 – Noise, a Noise Impact Assessment (NIA) will be required in support of an application.

Affordable Housing:

As per Policy H5 - Affordable Housing, the development will be required to contribute no less than 25% of the total number of units as affordable housing. The requirement will be outlined in the Developer Obligations Assessment.

Open Space:

Policy NE4 - Open Space Provision in New Development requires new developments to accommodate an area of open space within the development site. As per the policy the Council require at least 2.8Ha per 1,000 people of meaningful and useful open space. The Supplementary Guidance on Open Space states that open space standards are based on number of residents within a new development, which can be calculated using the average number of people who live in each dwelling. These figures are outlined in the Supplementary Guidance.

With regards to the commercial/retail aspect of the development, the policy does not state a minimum standard, but this will be considered on its own merit.

Drainage:

As per the requirement of Policy NE6 - Flooding, Drainage and Water Quality, a Drainage Impact Assessment (DIA) will be required for both the residential and non-residential aspect of the development. The DIA should detail how surface water and waste water will be managed. Surface water drainage associated with development must:

1. Be the most appropriate available in terms of SuDS; and
2. Avoid flooding and pollution both during and after construction.

Access:

Policy NE9 – Access and Informal Recreation advises that developments should include new or improved provision for public access, permeability and/or links to green space for recreation and active travel. There is an existing path network in the vicinity of the site, therefore every effort should be made to show connectivity to these areas.

Waste/Refuse:

All new developments should have sufficient space for the storage of general waste, recyclable materials and compostable wastes where appropriate. Flatted developments will require communal facilities that allow for the separate storage and collection of these materials. The commercial/retail aspect of the development shall include recycling facilities, where appropriate. Details of storage facilities and means of collection must be included as part of a planning application for any development which would generate waste as per the requirement of Policy R6 - Waste Management Requirements for New Development.

Sustainable Development:

In terms of low and zero carbon, buildings must meet at least 20% of the building regulations carbon dioxide emissions reduction target applicable at the time of the

application through low and zero carbon generating technology. With regards to water efficiency, all new buildings are required to use water saving technologies and techniques. This is a requirement of Policy R7 - Low and Zero Carbon Buildings, and Water Efficiency and details should be submitted with any application or would be requested via condition.

PRE-APPLICATION CONSULTATION

Public consultation was undertaken by the applicant at a drop-in event at Henry Rae Community Centre (The Hub), Manor Avenue on Thursday 7 and 14 March 2019, between 3pm and 8pm. Representatives of Dandara Ltd and the Design Team were available to discuss and respond to any queries regarding the proposals. Three options were on display to the public, and members of the public were able to comment on all aspects of the proposals.

NECESSARY INFORMATION TO SUPPORT ANY FUTURE APPLICATION

As part of any application, the applicant has been advised that the following information would need to accompany the formal submission –

- Pre-Application Consultation Report
- Design and Access Statement including Visualisations
- Sequential Test
- Retail Impact Assessment
- Drainage Impact Assessment
- Noise Impact Assessment
- Transport Assessment
- Travel Plan
- Air Quality Mitigation Measures
- Landscape and Maintenance Plans
- Low and Zero Carbon Buildings and Water Efficiency Statement
- Affordable Housing Delivery Strategy

RECOMMENDATION

It is recommended that the Forum

- (i) note the key issues identified;
- (ii) if necessary, seek clarification on any particular matters; and
- (iii) identify relevant issues which they would like the applicants to consider and address in any future application.