

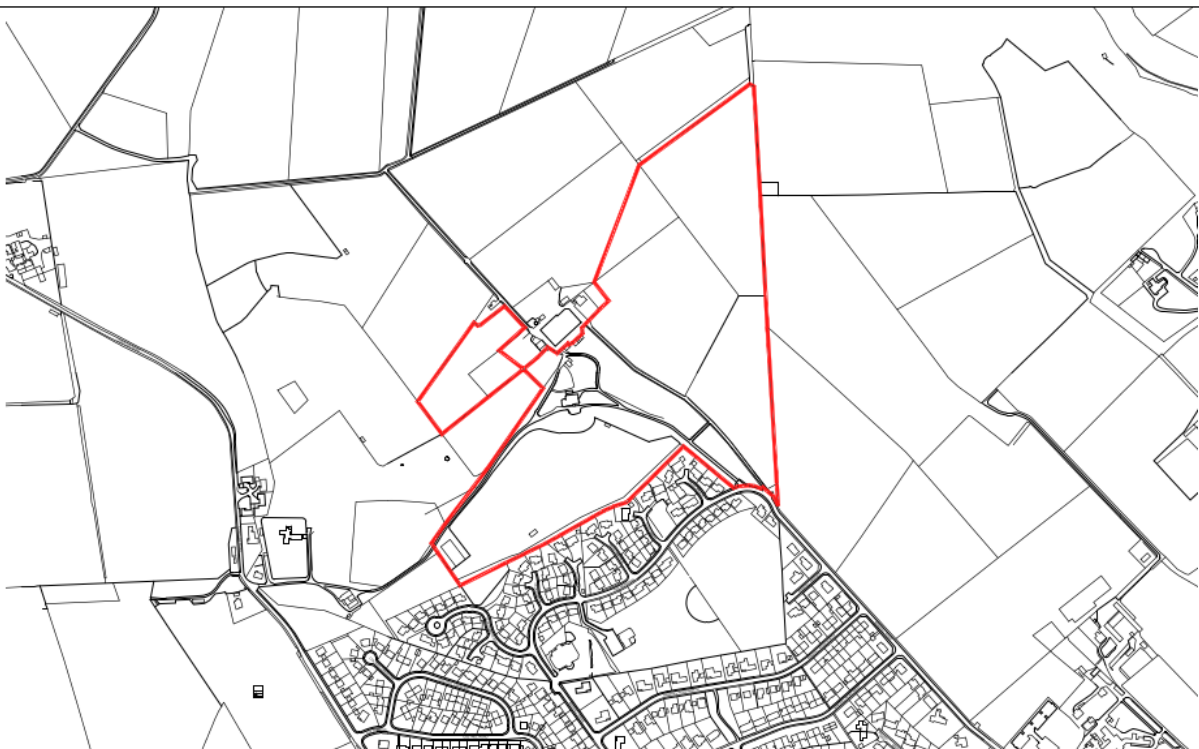


Pre-Application Forum

Report by Development Management Manager

Committee Date: 19th September 2019

Site Address:	Binghill House & Farm, Binghill Road, Milltimber, Aberdeen, AB13 0JL
Application Description:	Mixed-use major development incorporating a new retirement community, the extension to and conversion of Binghill House to a care home (Class 8), new purpose built retirement and residential accommodation (Class 9 houses and flats - up to 140 units) and other supporting uses anticipated to include a small local shop, food & drink or service uses (Classes 1, 2 & 3) and community allotments
Application Ref:	190857/PAN
Application Type	Proposal of Application Notice
Application Date:	28 May 2019
Applicant:	Mrs S Buyers & Donald Farms Ltd
Ward:	Lower Deeside
Community Council:	Cults, Bieldside And Milltimber
Case Officer:	Gavin Clark



Location Plan

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.

APPLICATION BACKGROUND

Site Description

The site sits to the immediate north of the settlement of Milltimber and is allocated as both “Green Belt” and Green Space Network” in the adopted Aberdeen Local Development Plan. The site contains Binghill House, a Category “C” listed building, its grounds and adjacent land to the east at Binghill Farm.

Relevant Planning History

Planning permission (Ref: 130408) was approved in August 2014 for alterations to Binghill House to form three residential apartments. An associated application for listed building consent (Ref: 141215) was approved in November 2015. These permissions were not implemented and have since expired.

APPLICATION DESCRIPTION

Description of Proposal

The proposal involves a mixed-use major development incorporating a new retirement community, the extension to and conversion of Binghill House to a care home (Class 8), new purpose built retirement and residential accommodation (Class 9 houses and flats - up to 140 units) and other supporting uses anticipated to include a small local shop, food & drink or service uses (Classes 1, 2 & 3) and community allotments. No details, other than this written description and a “red line” site plan have been submitted in support of this PoAN, however the applicants may have further detail to present to the Pre-Application Forum. Such a proposal would constitute a “Major Development”.

MATERIAL CONSIDERATIONS

National Planning Policy and Guidance

- Scottish Planning Policy
- Historic Environment Policy for Scotland

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 LR1: Land Release Policy;
- Policy LR2: Delivery of Mixed-Use Communities;
- Policy D1: Quality Placemaking by Design;
- Policy D2: Landscape;
- Policy D4: Historic Environment;
- Policy D5: Our Granite Heritage;
- 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 Developer Obligations;
- Policy T2: Managing the Transport Impact of Development;
- Policy T3: Sustainable and Active Travel;
- Policy T5: Noise;
- Policy H3: Density;
- Policy H4: Housing Mix;
- Policy H5: Affordable Housing;
- Policy NE1: Green Space Network;
- Policy NE2: Green Belt;
- Policy NE4: Open Space Provision in New Development;
- Policy NE5: Trees and Woodland;
- Policy NE6: Flooding, Drainage and Water Quality;
- Policy NE8: Natural Heritage;
- Policy NE9: Access and Informal Recreation;
- Policy R6: Waste Management Requirements for New Developments;
- Policy R7: Low and Zero Carbon Buildings, and Water Efficiency; and
- Policy CI1: Digital Infrastructure.

Supplementary Guidance (SG)

- The Repair and Replacement of Windows and Doors;
- Landscape;
- Conversion of Buildings in the Countryside;
- Planning Obligations;
- Affordable Housing;
- Transport and Accessibility;
- Noise;
- Natural Heritage;
- Trees and Woodland;
- Flooding, Drainage and Water Quality;
- Green Space Network and Open Space; and
- Resources for New Development.

Other Material Considerations

Historic Environment Records: House and garden depicted on historic OS maps. These show the house with small structures to north and west, set in wooded grounds. East of the house is a fountain. To the north of the house is a quadrangular steading (now Binghill Steadings) with an

attached horsemill at the north corner, two small structures to the east and two other buildings to the south. The smaller buildings are now disused and the steading converted to residential use. Now named Bingham House. The house dates from circa 1840 with substantial additions of 1885-1889 and a billiard room extension added in 1900. It is two storey with attic and basement, of three bays and multi-gabled. Built of coursed rubble with tooled granite dressings, with a grey slate roof and wide end stacks with clay cans. Bargeboards to the gables of the principal elevations have an intricately carved grapevine motif. The main entrance has sidelights and fanlights and is set under a gabled timber porch supported on octagonal columns with grapevine motif to the capitals, and wrought iron finial with leaf motif. The interior has high quality plasterwork and intricately carved timber fixtures and fitting to the principal rooms dating to the 1880s. Colonel Alexander Kyle bought the estate in 1808, and it remained in the family's possession until sold in 1885 to Martin Lindsay Hadded who enlarged and altered the house.

The site formed part of the Open Space Audit (2010).

Scheduled Monuments: Bingham House Stone Circle and Cairn: There are two stone circles (scheduled monuments) to the west of the application site.

The access to the site is covered by a Tree Preservation Order (TPO 125: Bingham Road).

EVALUATION

Principle of Development

The site is zoned as both "Green Belt" and "Green Space Network" in the Aberdeen Local Development Plan. Policy NE2 "Green Belt" states that no development will be permitted in the Green Belt for purposes other than those essential for agriculture; woodland and forestry; recreational uses compatible with an agricultural or natural setting; mineral extraction/quarry restoration; or landscape renewal.

The following exceptions (which are of relevance to the application proposed) apply to this policy:

1. Proposals for development associated with existing activities in the green belt will be permitted but only if all of the following criteria are met:
 - a) The development is within the boundary of the existing activity;
 - b) The development is small-scale;
 - c) The intensity of activity is not significantly increased; and
 - d) Any proposed built construction is ancillary to what exists.
2. Buildings in the Green Belt which have a historic or architectural interest, or a valuable traditional character, will be permitted to undergo an appropriate change of use which makes a worthwhile contribution to the visual character of the Green Belt. Please see relevant Supplementary Guidance for detailed requirements.
3. Proposals for extensions of existing buildings, as part of a conversion or rehabilitation scheme, will be permitted in the Green Belt provided:
 - a) The original building remains visually dominant;
 - b) The design of the extension is sympathetic to the original building in terms of massing, detailing and materials, and
 - c) The siting of the extension relates well to the setting of the original building.

All proposals for development in the Green Belt must be of the highest quality in terms of siting, scale, design and materials. All developments in the Green Belt should have regard to other policies

of the Local Development Plan in respect of landscape, trees and woodlands, natural heritage and pipelines and control of major accident hazards.

Policy NE1 (Green Space Network) states that the Council will protect, promote and enhance the wildlife, access, recreation, ecosystem services and landscape value of the Green Space Network, which is identified on the Proposals Map. Proposals for development that are likely to destroy or erode the character and/or function of the Green Space Network will not be permitted and where major infrastructure projects or other developments necessitate crossing the Green Space Network, such developments should maintain and enhance the coherence of the network. In doing so, provision should be made for access across roads for wildlife and outdoor recreation.

Given the proposal indicates 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.

Layout, Scale and Design & Impact on Historic Environment

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 D4 advises that the Council seeks to protect, preserve and enhance the historic environment in line with Scottish Planning Policy, SHEP (replaced by HEPS) and its own Supplementary Guidance, Conservation Area Character Appraisal and Management Plan. Policy D5 states that the Council seeks retention and appropriate re-use, conversion and adaptation of all granite features, structures and buildings.

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:

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.

Noise

Given the location of the development a, 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 (dependant on the types of housing proposed) may 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.

Natural Heritage

As per Policy NE5 – there is a presumption against all activities and development that will result in the loss of, or damage to, trees and woodland that contribute to nature conservation, landscape character, local amenity or climate change adaptation and mitigation. Any proposal would therefore need to ensure compliance with the above.

Policy NE8 advises that direct and indirect effects on sites protected by natural heritage designations, be they international, national or local, are important considerations in the planning process and will need to be carefully considered in any future planning application.

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 wastewater will be managed. Surface water drainage associated with development must: be the most appropriate available in terms of SuDS; and 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

The applicants have indicated that a Public Consultation Event was undertaken by the applicant at a drop-in event at Deeside Christian Fellowship Church – Milltimber on the 20th June 2019 between 1pm and 7pm. Representatives of the design team were present to answer questions from members of the public. The exhibition element included display panels providing a background to the site, illustrating the proposals and explaining the planning application process.

NECESSARY INFORMATION TO SUPPORT ANY FUTURE APPLICATION

As part of any application, the following information would need to accompany the formal submission

- Pre-Application Consultation Report;
- Design and Access Statement including Visualisations;
- Heritage Statement;
- Sequential Test (and potentially a Retail Impact Assessment);
- Drainage Impact Assessment;
- Noise Impact Assessment;
- Phase 1 Habitat Survey;
- Archaeological Survey;
- Bat Survey;
- Transport Assessment;
- Travel Plan;
- Landscaping and Maintenance Plans;
- Low and Zero Carbon Buildings and Water Efficiency Statement; and
- 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.