

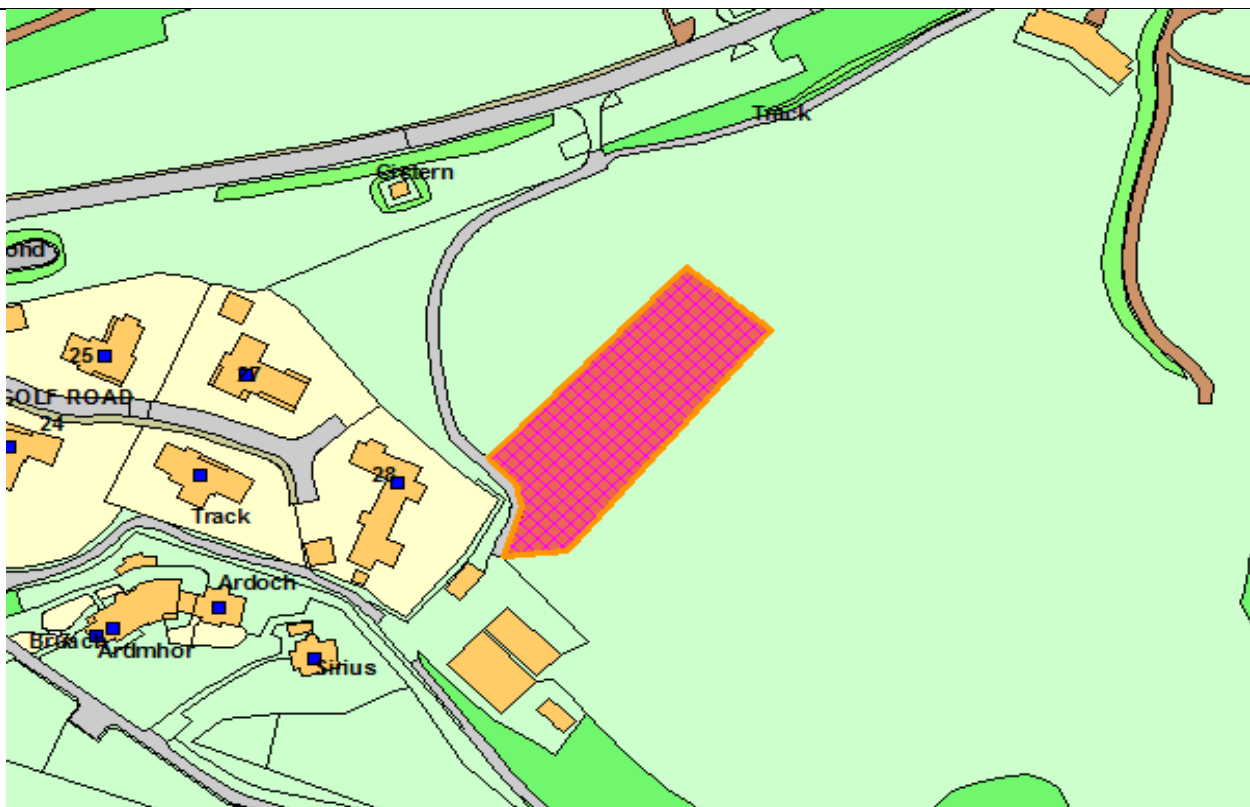


## Planning Development Management Committee

Report by Development Management Manager

**Committee Date: 18<sup>th</sup> February 2021**

<b>Site Address:</b>	Deeside Golf Club, Golf Road, Bieldside, Aberdeen, AB15 9DL
<b>Application Description:</b>	Erection of single storey maintenance store and formation of perimeter fence and screening bund with associated works to access and yard
<b>Application Ref:</b>	201511/DPP
<b>Application Type</b>	Detailed Planning Permission
<b>Application Date:</b>	10 December 2020
<b>Applicant:</b>	Deeside Golf Club
<b>Ward:</b>	Lower Deeside
<b>Community Council:</b>	Cults, Bieldside and Milltimber
<b>Case Officer:</b>	Jemma Tasker



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### **RECOMMENDATION**

Approve Conditionally.

## **APPLICATION BACKGROUND**

### **Site Description**

The application relates to an area of land set along the western boundary within Deeside Golf Club, located between North Deeside Road to the north and the River Dee to the south. To the west of the site, there is a small development of 5 dwellings known as The Grange, built upon land formally owned by the golf club. Beyond this lies Newton Dee Village (Camphill Village Trust).

The application site itself comprises a 1653sqm area, located directly adjacent to the driving range infield. There are existing ancillary buildings located to the south-west of the application site. They comprise a machinery and workshop shed and a smaller stone building with associated welfare and office facilities. To the north of the site there is an existing buggy and store area. Access to these facilities is taken from the entrance drive, leading to the car park, down the western boundary of the application site.

### **Relevant Planning History**

Application Number	Proposal	Decision Date
141733	Construction of an unheated shed for the storage and charging of electric golf carts	09.01.2015  Status: Approved Unconditionally.
130102	Form new boundary wall	25.03.2013  Status: Approved Unconditionally.
130250	Erection of on course ladies & gents toilets	09.04.2013  Status: Approved Conditionally.
120363	Erection of on course ladies & gents toilets	10.05.2012  Status: Approved Conditionally.
090360	Floodlighting to existing driving range	11.06.2010  Status: Approved Unconditionally.

## **APPLICATION DESCRIPTION**

### **Description of Proposal**

Detailed Planning Permission (DPP) is sought for the erection of a single storey maintenance store and the formation of a perimeter fence and screening bund, with associated works to the access and yard.

The building would measure approximately 15.8m x 48.5m and would have an eaves height of approximately 4.2m and overall ridge height of 5.9m. Two roller shutter doors are to be located on the south elevation, providing an entry and exit door, and one standard pass door. On the east elevation there would be one roller shutter door and one standard pass door. Lastly, a standard pass door is to be located on the west elevation, providing access to the workshop bay. A total of 16 rooflights are to be installed across both roofslopes. Finishing materials would include an insulated and profiled roof sheeting coloured dark green, with matching cladding for the walls; uPVC rainwater goods; galvanised steel roller shutters; and aluminium clad pass doors.

A grass covered screening bund, approximately 1.6m in height, and a ballstop perimeter fence, approximately 8m in height, would be located along the south and east elevations of the proposed store, approximately 60.1m and 20m in length, respectively.

Access to the proposed store is to be linked to the existing road serving the existing greenkeeping facilities.

### **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=QKR7LXBZMR200>

Design and Access Statement by Brian Noble (December, 2020) – provides background of the site; a description of the proposal; a brief of the project; and elaborates on the details of the proposal such as materials, form and landscaping.

Further Information and Justification Statement, including Appendix 1, by Brian Noble (January, 2021) – provides information relating to the machinery that will be stored on site; why the application site was chosen; and alternative sites that were considered for the development.

### **Reason for Referral to Committee**

The application has been referred to the Planning Development Management Committee because more than 6 timeous letters of objection have been received and thus falls out with the Council's Scheme of Delegation.

### **CONSULTATIONS**

**ACC - Roads Development Management Team** – No objection. Note that the proposal will be accessed via existing service/access roads to the existing maintenance sheds which are un-adopted and lie within the land owned by the golf club.

**ACC - Environmental Health** – An assessment by the Environmental Protection Section was carried out. It is noted that the proposal introduces a change to the facilities and a potential change in the soundscape which may impact on existing sensitive receptors; therefore, request the submission of a Noise Impact Assessment. This can be submitted prior to, or after, the determination of the application.

**Cults, Bielside and Milltimber Community Council** – No comments received.

### **REPRESENTATIONS**

A total of 7 timeous objections have been received, the matters raised can be summarised as follows:

1. The location of the new shed would only exacerbate the disturbance caused by noise already being experienced from the existing maintenance sheds.
  2. Not all neighbours and residents of the Grange received notice of the development.
  3. There must be alternative sites in the vast surroundings of the golf course that is not close to a residential area which can be a better solution for all concerned.
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4. A bespoke 7,750sq.ft development is inappropriately large for the environment.
5. The development will have an adverse effect on the residential amenity of neighbours by reason of noise, disturbance, overlooking and loss of privacy.
6. The visual impact of the development is unacceptable, being 48m long and 6m high. This is out-of-scale and out of character in terms of its appearance compared with existing development in the vicinity.
7. The loss of existing views from neighbouring properties would adversely affect the residential amenity of neighbouring owners.
8. The development may adversely affect road safety during construction as the site is only served by a single lane bridge.
9. Increase in noise disturbance and dust, chemical and air pollution within close proximity to residential properties.
10. The proposed structures will adversely affect the special character and amenity of the Grange development and the associated 5 houses.
11. No. 28 Golf Road is elevated above the site so will have clear views of the maintenance store and fence from the rear and side gardens.
12. Unclear what work will be taking place on the site, how many employees will be using the facility and the hours of operation.
13. Have the proposed machines (including grinding machines) been assessed for installation from a noise level perspective.
14. Does the new maintenance store have insulation from noise.
15. Concerns regarding dust – how this will be ventilated from the proposed maintenance store.
16. What chemicals will be stored and used within the store.
17. What is the emergency response plan if a fire were to occur at either the existing or proposed maintenance store.
18. Concerns regarding smell pollution created by the maintenance vehicles and other chemical substances.
19. Concerns regarding additional light pollution – lighting for the new store has not been mentioned.
20. A graphic or 3D modelling illustrating the 'view' of the proposal from the cul-de-sac at the end of Golf Road would show clearly the visual impact of the shed and fencing.

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## **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 Policy**

Scottish Planning Policy (SPP)

### **Aberdeen Local Development Plan (2017) (ALDP)**

Policy D1 – Quality Placemaking by Design

Policy NE1 – Green Space Network

Policy NE2 – Green Belt

### **Proposed Aberdeen Local Development Plan (2020) (PALDP)**

The Proposed Aberdeen Local Development Plan (Proposed ALDP) was approved at the Council meeting of 2 March 2020. The Proposed ALDP constitutes the Council's settled view as to what the final content of the next adopted ALDP should be and is now a material consideration in the determination of planning applications. The Aberdeen Local Development Plan 2017 will continue to be the primary document against which applications are considered. The exact weight to be given to matters contained in the Proposed ALDP (including individual policies) in relation to specific applications will depend on whether –

- these matters have been subject to public consultation through the Main Issues Report; and,
- the level of objection raised in relation these matters as part of the Main Issues Report; and,
- the relevance of these matters to the application under consideration.

The foregoing can only be assessed on a case by case basis. Policies of relevance include:

Policy D1 – Quality Placemaking

Policy D2 – Amenity

Policy NE1 – Green Belt

Policy NE2 – Green & Blue Infrastructure

## **EVALUATION**

### **Principle of Development**

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 exception 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.

SPP set out in para. 49 the purpose of green belts as part of the spatial strategy of the development plan, by directing development to the most appropriate locations, protecting and enhancing the character, landscape setting and identity of settlements and protecting and providing access to open space. Para 56 of SPP states that design is a material consideration in

determining planning applications and that planning permission may be refused solely on design grounds. Paras. 202 and 203 states that the siting and design of development should take account of local landscape character and that planning permission should be refused where the nature of scale of development would have an unacceptable impact on the natural environment. The criteria contained in Policy NE2, as listed above, are entirely consistent with the purpose of green belts, by seeking to ensure that the character and landscape setting of the City is maintained by limiting the scale and form of development.

The proposal will be located within the boundaries of the golf club and would not significantly increase the intensity of activity on the site, given that the store is to provide storage for existing machinery. The proposal satisfies the criteria listed a) and c) above. The scale of the proposal will be discussed in further detail below.

The golf course is also identified as Green Space Network, whereby Policy NE1 applies. It states that the Council will protect, promote and enhance the wildlife, access, recreation, ecosystem services and landscape value of the Green Space Network. It states further that proposals that are likely to destroy or erode the character and/or of function of the Green Space Network will not be permitted. The location of the proposed building is currently an area of mown grass set alongside the driving range. It has limited ecological value, other than being part of the much larger area of Green Space Network. Being part of that larger area means that the loss of this green area would not unduly reduce the ecological and wildlife value of the golf course, nor significantly erode its landscape character. It would not unduly impact on the connectivity of habitats or the ecosystems existing on the golf course. The proposed development is directly related to and would support the continued recreational use of the golf course. Whilst the proposal would result in the loss of an area of Green Space Network, it would be only some 0.1% of the total area of the golf course and it would not unduly adversely affect the function of the surrounding Green Space Network.

### **Design and Scale**

Development must ensure high standards of design and have a strong and distinctive sense of place which is a result of context appraisal, detailed planning, quality architecture, craftsmanship and materials in compliance with criteria as set out in Policy D1. Additionally, Policy NE2 states that all proposals for development in the Green Belt must be of the highest quality in terms of siting, scale, design and materials.

The proposed maintenance store would be located within close proximity of the existing maintenance sheds, forming a relatively cohesive grouping in conjunction with the upkeep and repairs associated with the golf course. It has been explained within additional supporting information provided that alternative locations were explored for the siting of the proposed maintenance store. Overall, much of the site was discounted due to the majority of the site forming part of the lower River Dee floodplain and thus, sites were required to be considered on higher ground. As for other potential sites, three potential locations were considered; next to the entrance into the golf course, on the existing external yard (to the north west of the application site, close to the boundary with the house at No. 27 Golf Road) and where there are existing greenkeeping and maintenance sheds (to the south of the application site and south east of the house at No. 28 Golf Road). They were deemed unsuitable due to concerns regarding the adverse landscape impact; road safety; visual amenity; proximity to the house at No. 27 Golf Road; the loss of a swathe of mature woodland; and practicability. The options appraisal by the applicant has resulted in the identification of land next to the driving range as being the only viable option. Nevertheless, the Planning Authority is required to consider and assess the current siting submitted.

The maintenance store would measure 15.8m x 48.5m, creating a total footprint of 767sqm, with a maximum height of 5.9m, which is undoubtedly a large building. While of a large footprint, when considered within the context of the site owned by the golf club, which spans some 69.5 hectares, the proposed maintenance store equates to 0.11% of the entire site. Within the immediate area,

the proposed store would be within the context of existing maintenance sheds. While of smaller footprints, the combined footprint of the two existing stores total 393sqm. Additionally, the existing maintenance stores have a height of approximately 5.5m. This is in comparison to the proposed store at a maximum height of 5.9m. Overall, the proposed store would not be completely subservient to the existing; however, would not be completely at odds with the scale of the existing ancillary buildings. While the maintenance store would be larger in comparison to the existing buildings nearby within the golf course – not being completely subservient to the existing buildings by way of footprint and height and in that regard, having a degree of tension with the criteria specified in Policy NE2 in relation to the requirement for development to be small-scale – given the purpose of the building to house larger machinery that is currently uncovered on the site and too large to fit into current storage facilities, the need for a building of this size has been justified by the applicant. Additionally, when considered within the entire site of the golf course, the development would be relatively small scale. The proposed store would be ancillary in the sense that it would be providing the necessary support to the primary activities of the golf club. The applicant has confirmed that the proposed store is only to house equipment which does not fit within the existing storage facilities; thus, it is not to store additional machinery and increase activity in the area.

The building has a simple design, which is acceptable taking account of its proposed use and reflects the use of the immediate area. Due to the colours and materials proposed, the maintenance store would relate well with the other buildings within the area. It is suggested that a condition be attached to the grant of consent, ensuring that the proposed building would be coloured dark green, to tie in with the existing environment. The existing grass covered embankment would sufficiently screen the view of the proposed store from the north, with the embankment sitting just 0.4m below the ridge of the building. However, to the west, it is noted that the proposal would be visible from essentially two dwellings within The Grange development – No. 27 and No. 28 Golf Road. It is noted that houses at The Grange are elevated above the application site by approximately 6m. While the proposal would result in an outlook for these dwellings – predominately No. 28 Golf Road – of maintenance stores to both the south (existing stores) and east (proposed store), it should be noted that, from a planning perspective, there is no right to a view. Given the existing use of this area of the golf course currently, as mentioned above, the principle of a maintenance building in this location is acceptable. Due to the change in levels between the application site and neighbouring properties, the proposed building is not considered to be unduly dominant or visually intrusive within the landscape from this perspective and would not have an unacceptable impact on the visual amenity of the area. Notwithstanding the above, views of the proposed store from all other angles would be predominately contained to within the golf course. Any other view of the proposed store out with the golf course would be seen within the context of the golf course, beside other maintenance buildings and against the embankment to the north. Overall, it is considered that the proposal would have no significant adverse impact on the landscape.

In terms of the screening bund and perimeter fence, it has been stated to be required for safety purposes given the close proximity of the driving range. This would protrude approximately 2m higher than the proposed store along the east and south elevations. It would be appropriate in relation to the site as a golf course and given that there is a ballstop fence covering the existing maintenance sheds. Due to level changes, the fence would sit approximately 2m above ground level of the neighbouring residential properties. While it would sit considerably above ground level here, being visible within the landscape and possibly further emphasising the scale of the development, the fence is not considered to be overly dominant due to the wire mesh material. This is not considered to give the same effect as a high fence constructed of a solid material, such as timber; therefore, lessening the visual impact. Overall, it is not considered to result in an overbearing impact next to the dwellings, covering the two elevations furthest from the residential properties. It is suggested that a condition be attached to the grant of consent requiring this to also be coloured dark green.

Lastly, in regard to the access, the proposal would be accessed via existing service/access roads to the existing maintenance sheds. There would be little change to the existing road layout, which is un-adopted and lies within the land owned by the golf club. Due to there being no increase in machinery to the site, it is not considered that machinery using this road would increase in any significant way. Colleagues within Roads Development Management have no objection to the proposal.

The proposal would comply with Policy D1 requiring the scale, design and form of such development to be appropriate to its context and not detract from the visual amenity of the surrounding area. While the maintenance store would not be entirely subservient to the existing buildings, it is directly associated with the existing maintenance sheds relating to the golf course, and when considered within the context of the entire site of the golf course, would relate to a very minor proportion of the land, and therefore, the proposal generally accords with Policy NE2 of the Aberdeen Local Development Plan.

### **Impact on Residential Amenity**

No development should result in a situation where amenity is “borrowed” from a neighbouring property, or there is an impingement on the amenity enjoyed by others. Given that the neighbouring residential properties in question sit some 6m above the application site, the proposed maintenance store would not be overly dominant in terms of height and is not considered to result in any significant adverse impacts in terms of background and daylight receipt, or loss of privacy.

In terms of noise disturbance, the Environmental Health Service have requested the submission of a Noise Impact Assessment. No other concerns were raised regarding dust, smell, etc. However, it is noted that the applicant has confirmed that no additional machinery will be housed in the proposed store; it is predominantly to store equipment that cannot be stored within current facilities and thus, is stored outside. The proposed store should reduce the visual clutter within the existing external yard and contain noise to within the existing and proposed stores, possibly reducing external noise disturbance already present.

Overall, it is considered that there would be no significant adverse impacts in terms of background and daylight receipt, or loss of privacy as a result of the development. Any concerns regarding noise will be identified and mitigated through the forthcoming Noise Impact Assessment prior to the commencement of the development.

### **Proposed Aberdeen Local Development Plan (2020) (PALDP)**

In relation to this particular application, the Policies D1, NE1 and NE2 in the Proposed Aberdeen Local Development Plan 2020 (PALDP) substantively reiterate those in the Adopted Local Development Plan. Policy D2 states that buildings must be fit for purpose and meet the needs of users and occupiers, with consideration given to neighbouring properties to ensure there are no unreasonable impacts on daylight, sunlight, noise, air quality and outlook. Overall, the requirement for the proposed store has been justified, with other potential sites discounted due to the impact on neighbouring properties. While the outlook for two properties would change, this would not be to an unacceptable degree. Other amenity considerations would not be significantly adversely affected, and the proposal is generally acceptable in terms of both Plans for the reasons previously given.

### **Matters Raised in Letters of Representation**

*1. The location of the new shed would only exacerbate the disturbance caused by noise already being experienced from the existing maintenance sheds.*



A Noise Impact Assessment will be required to be carried out and submitted to the Planning Authority for approval prior to the commencement of the development, in order to ensure noise will not reach unacceptable levels.

*2. Not all neighbours and residents of the Grange received notice of the development.*

The Planning Authority are legally required to notify neighbours who are located within 20 metres of the proposed development as shown in red on the location plan accompanying the application. In this case, the only house within 20 metres of the proposed development is No. 28 Golf Road.

*3. There must be alternative sites in the vast surroundings of the Golf course that is not close to a residential area which can be a better solution for all concerned.*

Alternative sites were considered by the golf club and have been detailed within the 'Further Information and Justification Statement' submitted December 2020 and discussed above.

*4. A bespoke 7,750sqft development is inappropriately large for the environment.*

The scale of the proposed development has been assessed in the foregoing evaluation 'Design and Scale'.

*5. The development will have an adverse effect on the residential amenity of neighbours, by reason of noise, disturbance, overlooking and loss of privacy.*

Noise disturbance will be assessed via a Noise Impact Assessment. Given that the site sits below residential dwellings, there is not considered to be any significant privacy issues.

*6. The visual impact of the development is unacceptable, being 48m long and 6m high. This is out-of-scale and out of character in terms of its appearance compared with existing development in the vicinity.*

The scale of the development has been discussed in the foregoing evaluation: 'Design and Scale'.

*7. The loss of existing views from neighbouring properties would adversely affect the residential amenity of neighbouring owners.*

Loss of view is not a material planning consideration.

*8. The development may adversely affect road safety during construction as the site is only served by a single lane bridge.*

Safety on construction sites is considered within Health and Safety regulations, and is not a material planning consideration.

*9. Increase in noise disturbance and dust, chemical and air pollution within close proximity to residential properties.*

The Environmental Health Service were consulted on the application and only raised matters relating to noise. Dust, chemicals and air pollution is not considered to worsen to a significant level given that the overall activity on the site is not proposed to increase.

*10. The proposed structures will adversely affect the special character and amenity of the Grange development and the associated 5 houses.*

Visual amenity has been discussed in the foregoing evaluation: 'Design and Scale'.

*11. No. 28 Golf Road is elevated above the site so will have clear views of the maintenance store and fence from the rear and side gardens.*

Visual amenity has been discussed in the foregoing evaluation: 'Design and Scale'. Loss of view is not a material planning consideration.

*12. Unclear what work will be taking place on the site, how many employees will be using the facility and the hours of operation.*

The applicant has confirmed that the proposed store is predominantly for the additional accommodation of machinery, including the re-location of the existing grinding and workshop area. No additional activity is proposed to be undertaken; thus, work that usually occurs within the vicinity of the site shall not be intensified and will be undertaken during existing hours of operation.

*14. Have the proposed machines (including grinding machines) been assessed for installation from a noise level perspective.*

A Noise Impact Assessment will be required to be carried out and submitted to the Planning Authority for approval prior to the commencement of the development. It will identify any noise mitigation measures required to address noise disturbance.

*15. Does the new maintenance store have insulation from noise.*

Any mitigation measures that may be required in order to address noise emanating from the building, such as noise attenuation measures, will be identified in the Noise Impact Assessment.

*16. What chemicals will be stored and used within the store.*

The agent has confirmed that there are no new chemicals storage proposed as part of the proposed maintenance store. All chemicals stored are those stored on site as existing as part of current golf course maintenance operations.

*17. What is the emergency response plan if a fire were to occur at either the existing or proposed maintenance store.*

This is not a material planning consideration. Proposed drawings state that the golf club is to confirm the category of system to be installed within their fire risk assessment.

*19. Concerns regarding smell pollution created by the maintenance vehicles and other chemical substances.*

No concerns have been raised regarding this from an environmental health perspective.

*20. Concerns regarding additional light pollution – lighting for the new store has not been mentioned.*

Lighting will be near the entrance doors only. No additional flood lighting has been proposed.

*21. A graphic or 3D modelling illustrating the 'view' of the proposal from the cul-de-sac at the end of Golf Road would show clearly the visual impact of the shed and fencing.*

3D graphics are not required with the submission of a planning application.

## **RECOMMENDATION**

Approve Conditionally.

## **REASON FOR RECOMMENDATION**

The proposal would be associated with the wider use of the golf course and directly associated with existing maintenance buildings. While the maintenance store would be larger in scale compared to the existing buildings, this is required in order to store larger machinery which exists within the site and has been sited to ensure as minimal visual impact on its landscape setting as possible. Additionally, the proposal would equate to, and be ancillary to, the entire golf course which it relates to. The proposal is therefore considered to comply with Scottish Planning Policy and with the principles and general requirements of Policies D1 (Quality Placemaking by Design), NE1 (Green Space Network) and NE2 (Green Belt) of the Aberdeen Local Development Plan; Policies D1, D2, NE1, and NE2 of the Proposed Aberdeen Local Development Plan, being acceptable in terms of scale, design, location and materials; there would be an acceptable impact on the visual quality of its setting and the character and function of the Green Belt would not be

harmful. On the basis of the above and following on from the evaluation under policy and guidance, it is considered that there are no material planning considerations of sufficient weight that would warrant refusal of the application. The application is therefore recommended for conditional approval.

## **CONDITIONS**

1. That no development pursuant to this planning permission shall take place nor shall the building be occupied unless there has been submitted to and approved in writing for the purpose by the Planning Authority an assessment of the noise levels likely within the building, unless the Planning Authority has given prior written approval for a variation. The assessment shall be prepared by a suitably qualified independent noise consultant and shall recommend any measures necessary to ensure a satisfactory noise attenuation for the building. The property shall not be occupied unless the said measures have been implemented in full.

Reason: In the interests of residential amenity.

2. The maintenance store hereby approved shall be coloured dark green in its entirety and remain that colour for as long as it is in situ, unless otherwise agreed in writing.

Reason: In the interest of protecting the visual amenity of the area.

3. The ballstop fence hereby approved shall be coloured dark green in its entirety and remain that colour for as long as it is in situ, unless otherwise agreed in writing.

Reason: In the interest of protecting the visual amenity of the area.