

Planning Development Management Committee

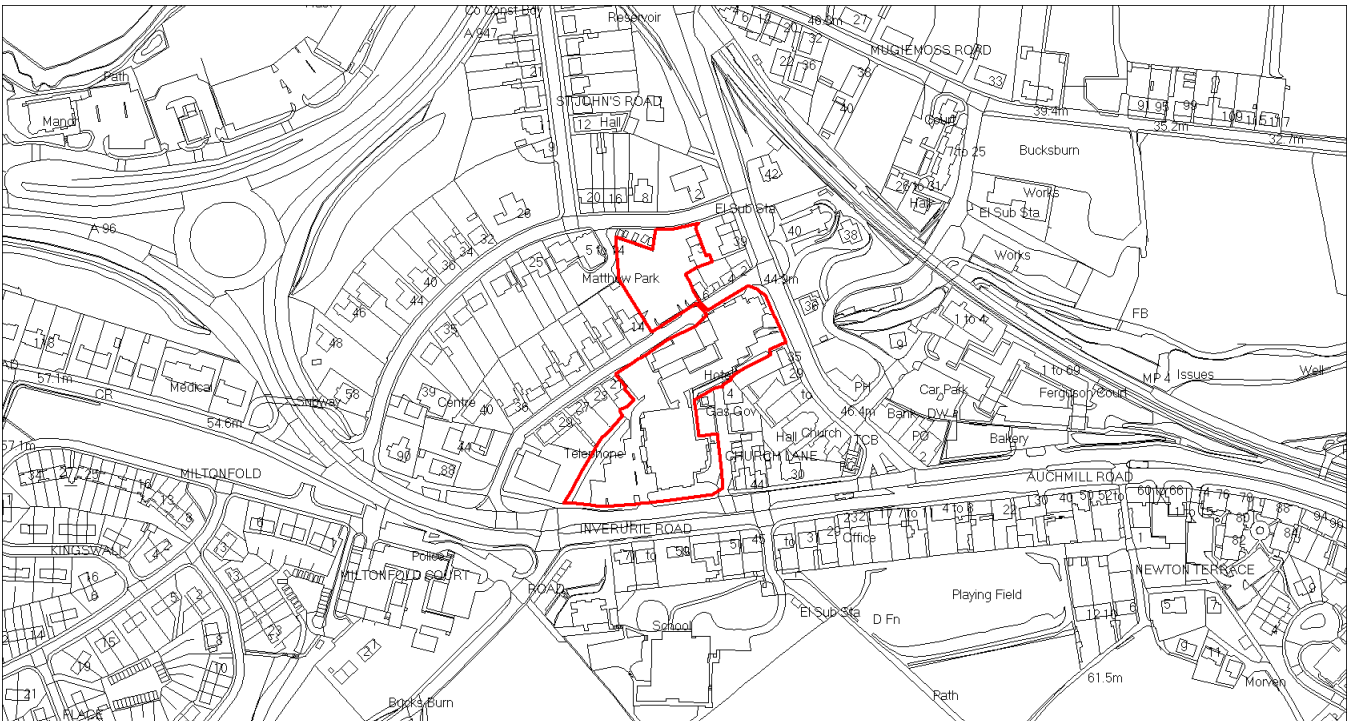
MALCOLM ROAD, BUCKSBURN

PROPOSED SINGLE STOREY EXTENSION TO FORM NEW LOUNGE AND BEDROOMS WITH EXTERNAL ALTERATIONS

For: Britannia Hotels

Application Type : Detailed Planning Permission
Application Ref. : P130489
Application Date: 05/04/2013
Officer: Donna Laing
Ward : Dyce/Bucksburn/Danestone(B Crockett/G Lawrence/N MacGregor/G Samarai)

Advert : Section 34 -Proj. Pub.
Concern
Advertised on: 17/04/2013
Committee Date: 26 September 2013
Community Council : Comments



RECOMMENDATION:
Approve Unconditionally

DESCRIPTION

This site comprises an existing hotel with associated car parking and landscaped open space. The existing conference facility, which is located on the Inverurie Road frontage of the site, is a one and a half storey structure with natural granite walls and pitched roofs clad with natural slate. It includes a bar and kitchen. The existing bedroom block, which is located to the north of the conference facility, has 4 storeys and a multi storey car park, the existing multi storey car park is underused. One level is blocked off and used for storage while the other is partially used for storage and plant/services. The bedroom block and multi-storey car park is of modern construction and materials. The hotel currently has 144 bedrooms and 188 car parking spaces, which are provided in separate car parks accessed from Inverurie Road and Malcolm Road.

The surrounding area is largely residential in character but includes a range of other uses due to its proximity to the historic centre of Bucksburn. Inverurie Road is a dual carriageway trunk road. It has a 30 mph speed limit at this point. Beyond this lie predominantly residential properties, which front onto Malcolm Road. To the east of the site, across Church Lane, and to the south of the site, across Inverurie Road are 1 and a half storey houses.

RELEVANT HISTORY

090650 - Demolition of Conference Facility and erection of a 92 bedroom hotel with parking and landscaping – withdrawn by local authority

A8/0738 – Demolition of existing conference facility and the erection of 76 hotel bedrooms with associated parking and landscaping – Approved conditionally – 28 August 2013

86/2018 – hotel extension and car parking – approved conditionally – 31 December 1986

86/1173 - hotel extension and car parking – refused on the grounds of overdevelopment, detriment to residential amenity, design and public safety – 6 November 1986

PROPOSAL

The proposal consists of external alterations to the fabric of the building comprising areas of infill, a roof over the external courtyard which is accessed of Malcolm Road and the installation of windows, doors and skylights. Where new windows are to be installed or existing windows are to be replaced these are to be black powder coated aluminium with double glazed units. Where infill sections are required in the walls these are to be brick and render to match the existing. Skylights are to be located on existing function suite. These would comprise both horizontal pivot 1180 x 550mm skylights and opening domed 900 x 900mm skylights.

The refurbishment within the existing building does not require planning permission as the works do not constitute development. The works which do require planning permission are outlined below.

Taking each section in turn the proposals include:

To the Malcolm Road elevation a new glazed entrance would be installed. The entrance would be powder coated aluminium frames with double glazed units, with sliding doors. New windows would be installed in the existing fabric of the building. A footpath would be installed along the front of the entrance and bollards would be erected in front of the glazed entrance. On the west elevation of this section of the hotel, the exit of the courtyard would be infilled with brick and covered in render to match the existing hotel. This would be set back from the building line of the existing building with the existing first floor providing a canopy. Windows and a door would be installed, and 2 no. doors would be turned into windows. The roof of the new lounge would be one storey in height, pitched and contain skylights. The new roof would not be visible due to the existing two, three and four storey walls which surround it. The pavement to Malcolm Road would be reinstated. A taxi and disabled vehicle drop off point would be located to the west elevation with access being taken from the infill section on this elevation.

The external works to the Ballater suite and associated rooms would include the installation of windows to the ground floor level of the conference suite on all elevations and a doors, and skylights to the roof. The existing two storey car park and storage facility would again have areas of brick and render infill to match the existing building, and new windows installed. A small number of roof lights would be visible from the Inverurie Road on the pitched projections which are on the conference suite at present. The gross area of floor space to be created due to the proposal is 984m².

The proposal has 147 car parking bays, plus 10 disabled car parking bays, 15 motorcycle bays, and provision for a minimum of 8 bicycles. A new timber mono pitched bike shed is to be provided and motorbike parking. The cycle shed is to be placed in close proximity to the taxi point, and would be positioned at the end of the main block, and the multi-storey block. The motorbike parking would be located to the east side of the car park entrance, with further provision located to the west of the timber cycle shed.

The existing delivery drop off point would continue to be used, this is located to the north of the main building, on Malcolm Road. Refuse vehicles would also use this bay and the existing bin enclosure is located next to this. The existing bin enclosure would not be altered to accommodate the additional waste bins.

Supporting Documents

All drawings and the supporting documents listed below relating to this application can be viewed on the Council's website at - <http://planning.aberdeencity.gov.uk/PlanningDetail.asp?130489>

On accepting the disclaimer enter the application reference quoted on the first page of this report.

A car parking survey and a design and access statement have been submitted with the application.

REASON FOR REFERRAL TO SUB-COMMITTEE

The application has been referred to the Sub-committee because a total of 8 letters of objection have been received. The Community Council has also

objected to the application. Accordingly, the application falls outwith the scope of the Council's Scheme of Delegation.

CONSULTATIONS

Roads Projects Team – Response received - no objection and consider that, although significantly less than the Council's car parking standards, the proposed parking provision is more than adequate as has been demonstrated through the car parking survey, there is adequate cycle and motorbike parking spaces and facilities. The footpath reinstatement is welcomed.

Environmental Health – Response received – no observations

Enterprise, Planning & Infrastructure (Flooding) – Response received – no observations

Aberdeen International Airport – Response received – no objection

Transport Scotland – Response received – no objection

Community Council – objection – how will the site be accessed during the works. Church Lane should not be used for building works, and this area should be fenced whilst the work is ongoing for the safety of children and animals. There should be no parking of building work vehicles or supplies or guest vehicles in Church Lane. The building works should not take place in anti-social hours. A copy of any sunlight/daylight shading report should be available to view. Object to the new lounge bar as there are already issues in the area with rowdy patrons leaving the current bar. We cannot see where the new lounge is intended.

REPRESENTATIONS

8 letters of objection have been received. The objections raised relate to the following matters –

1. Issue 1 – Impact on car parking and the existing road network

Car parking is being sacrificed.

There is a lack of car parking at present which causes overspill with buses and cars parking on the street, and there would be an intensification of this due to the additional car parking. At present residents of the street cannot access their driveways or get parked.

The car park entrance is too small for buses and they are left parked on the street.

Tailbacks would increase due to a higher volume of people

Emergency vehicles would be hampered due to parked cars and buses on the street.

The present layout can allow a flow of traffic, as those picking up and dropping off passengers is off the street.

The car parking survey was carried out in January which will not give a true reflection of the impact of coach tours in the summer months.

The overspill parking of cars and buses on the street would be a safety issue for children and elderly people that live on the street. Vehicles are regularly partially parked on the pavement, and pedestrians have to walk on the road to negotiate these.

There is a discrepancy in the design and access statement regarding the number of proposed rooms.

2. Issue 2 – Impact on amenity

Buses are left running when picking up and dropping off passengers. This causes air and noise pollution.

Waste bins are left outside rather than in the bin stores. These overflow on occasion and blow rubbish across the street. These have been set on fire and have the potential, if the brakes are not on, to take them across the road into a neighbouring house

Delivery and waste collection occurs through the night and in the early hours of the morning, disturbing the amenity of the area. Complaints should be on record with environmental health.

This development would be detrimental to our quality of life

The extension would reduce the amount of day light into my property and reduce the market value

3. Issues 3– Maintenance

The grounds and hotel is kept in a poor state of repair, the hotel cannot cope with its current guest capacity let alone expand it.

PLANNING POLICY

National Policy and Guidance

Scottish Planning Policy

Paragraph 47 - The tourism industry is one of Scotland's largest business sectors and planning authorities should support high quality tourism related development, including the provision of appropriate facilities in key locations across urban and rural Scotland.

Paragraph 45 - Authorities should respond to the diverse needs and locational requirements of different sectors and sizes of businesses and take a flexible approach to ensure that changing circumstances can be accommodated and new economic opportunities realised.

Aberdeen City and Shire Structure Plan

Page 13 – Economic Growth - To provide opportunities which encourage economic development and create new employment in a range of areas that are both appropriate for and attractive to the needs of different industries, while at the same time improving the essential strategic infrastructure necessary to allow the economy to grow over the long term.

Paragraph 4.2 - A strong service sector is also important and in particular, retail and all forms of tourism, including business tourism, will have a role to play.

Aberdeen Local Development Plan

Policy H1: Residential Areas

Within existing residential areas, proposals for non-residential uses will be refused unless:

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

Policy D1: Architecture and Placemaking

To ensure high standards of design, new development must be designed with due consideration for its context and make a positive contribution to its setting.

Policy D3: Sustainable and Active Travel

Development will maintain and enhance permeability, ensuring that opportunities for sustainable and active travel are both protected and improved. Access to, and movement between, new and existing developments will prioritise transport modes in the following order – walking, cycling, public transport, car and other motorised vehicles.

Policy T2: Managing the Transport Impact of Development

New development will need to demonstrate that sufficient measures have been taken to minimise the traffic generated. Maximum car parking standards are set out in Supplementary Guidance on Transport and Accessibility.

Policy R6: Waste Management Requirements for New Developments

Details of storage facilities and means of collection must be included as part of any planning application for development which would generate waste.

Supplementary Guidance

Transport and Accessibility

Outlines the parking requirements for different types of vehicles within different development and encourages sustainable modes of transportation.

Waste Management requirements in New Developments

Commercial developments vary in activity and scale. However, they will be expected to recycle waste and so multiple storage containers are likely to be required. The minimum size of storage area for a small shop is 2m x 1m. This is a minimum area and size will vary significantly due to the size and type of business. Larger retail and commercial developments should as a minimum allow for three separate containers for refuse, paper and card and other recyclables. As with residential properties, areas of hard standing at storage and collection points are required and dropped kerbs along routes where waste is moved in wheeled containers. Where premises are accessible to the public, safe pedestrian access must be provided even where collection is from the public footway.

Other Relevant Material Considerations

Aberdeen City and Shire Tourism Partnership: Our strategy for growth

Improve and expand accommodation provision

The area has capacity for large, high quality hotels. There is evidence of significant investment in the city and some rural hotels in the last few years but more targeted investment is required

Expand other growing accommodation sectors, including small boutique style and hostel/bunkhouses

EVALUATION

Sections 25 and 37(2) of the Town and Country Planning (Scotland) Act 1997 (as amended) 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.

Principle of Development

Making reference to Scottish Planning Policy and to the Aberdeen City and Shire Structure Plan sustainable economic growth within Scotland and within the region is required to be supported. Tourism and its related facilities have a part to play in ensuring this occurs. The Aberdeen City and Shire Tourism Partnership: Our Strategy for Growth documents outlines the requirement for hotel accommodation in the city and region. The site is an existing hotel located within a residential zoning. Therefore, the principle of this use within this area has already been established. However, the impact of the proposal is required to be assessed and this will be discussed below.

Impact on Amenity

The proposal would not significantly alter the physical appearance of the hotel. The proposed extension would comprise turning an existing external courtyard car park, which is surrounded on all sides by the existing building and accessed by a pend, into a lounge/reception. This would not alter the height of the existing building and would not be visible. Other physical alterations to the building including the installation of windows and entrance doors to the existing fabric of the buildings. The location of these would not impact on the privacy of the residents due to their position, which are typically on the lowest floors of each of the buildings which make up the hotel, and in most instances there are existing windows above the proposed windows, with the exception of the function suite where the existing windows are located facing Inverurie Road. On the east side of the existing function suite the windows would not impact on privacy as the windows would face the windowless gable and stone boundary wall of the neighbouring house, and there is also a 1.8m timber fence separating the boundary of the hotel from Church Lane. The remainder of the windows would either face Inverurie Road where there are existing windows and the houses on the other side of the road being 36m away, and on the west the windows would face the car park of the hotel. The skylights would not cause an issue with privacy as these are located either to face onto the car park or would be set back approximately 28m from the boundary wall with the neighbouring houses on Inverurie Road/Church Lane.

The proposal would remove the function suite, which although does not require planning permission, this may at present have an existing negative impact on the surrounding residents, due to traffic generation, noise and possible anti-social activity associated with this operation of such licensed premises. The proposal for sections of infill, installation of windows and doors and skylights would accord with Policy H1: Residential of the Aberdeen Local Development Plan as the proposal would not have a detrimental impact on privacy, and there would be no loss of sunlight or daylight from the extension as there is no alteration to the existing height of the building.

The existing 7m x 3m bin store, its location and the addition of 2 no. 1100 litre bins is deemed to satisfy Policy R6: Waste Management Requirements for New Developments of the Aberdeen Local Development Plan and Waste Management requirements in New Developments: Supplementary Guidance. Environmental Health has no observations to make about the proposal.

Design

The proposed alterations to the hotel have a minimal impact to the existing character of the building as the majority of works are internal and are therefore not classed as development. The proposed alterations, the installation of windows and doors and introduction of render to areas of infill, would match the existing hotel and would accord with Policy D1: Architecture and Placemaking of the Aberdeen Local Development Plan.

Impact on existing road network/traffic generation

A design and access survey and parking surveys have been carried out by the applicant. These conclude the site is fully accessible by sustainable modes of transport including bus and cycle routes, and the car park is only one third full when the hotel is fully booked. There are bus stops located on the A96 immediately outside the hotel, which are serviced by both First Bus and Stagecoach and National Cycle Route 1 passes in close to the site, as does Core Path 44. The car parking survey has been assessed by the Roads Projects Team who note although significantly less than the Council's car parking standards, the proposed parking provision has been shown to be more than adequate. From the results of the car parking survey and the feedback from the Roads Projects Team it is considered unlikely that the proposal would result in any increased overspill parking on adjacent streets. The proposal therefore accords with Policy D3: Sustainable and Active Travel and with Policy T2: Managing the Transport Impact of Development as the development would maintain the existing permeability and ensure opportunities for sustainable and active travel would be protected and improved by maintaining the access to the bus stops and through the provision of cycle parking storage. The proposal also accords with the Transport and Accessibility Supplementary Guidance which gives guidance on maximum car parking standards. The proposal has also been assessed by the Council's Roads Projects Team who have no objection to the proposal

Relevant Planning matters raised by the Community Council

Access to the site and the parking of work, supplies and guest vehicles during the construction is not a material planning consideration. The use or not of Church Lane is a civil matter and not a planning matter. An informative has been added to the application relating to hours of working, anti-social working hours is an issue for environmental health and is not a planning matter. The proposed extension does not increase the overall height of the building as it comprises infilling an existing courtyard, there was no requirement for a sunlight/daylight shading report. The lounge bar is located in the above mentioned area of infill. The new lounge bar is not in addition to the existing. The anti-social nature of the site may be reduced due to the proposed removal of function suite. The fencing off of the site is not a material planning consideration.

Relevant Planning Matter Raised in Written Representations

1. Issue 1 – Impact on car parking and the existing road network

The proposal has been examined by the Council's Roads Projects Team who have deemed the car parking, cycle parking and motorcycle parking is sufficient based on the information outlined in the car parking survey. A total of 3 no. car parking surveys were carried out, one in January, one in July and one in August of 2013. The taxi drop off and pick up point is located within the car park of the

hotel thereby removing vehicles waiting and dropping off passengers from Malcolm Road. The parking of coaches on street may be mitigated by the removal of the conference suite. The parking survey outlines most trips to the hotel are by hotel minibus or taxi. The impact on emergency vehicles and the inconsiderate parking is an enforcement issue and not a material planning consideration. The discrepancy in room numbers has been amended through the updated design and access statement.

2. Issue 2 – Impact on amenity

Planning has no control regarding bus drivers leaving buses running when picking up or dropping off passengers. The waste provision on site has been assessed and is outlined in section 'Impact on Amenity'. Delivery and waste collection will occur between 07.30 and 20.00 hours Monday to Saturday with no deliveries on a Sunday. Environmental Health have made no objection to the proposal. The extension would not reduce the amount of daylight as the extension is an area of infill between higher buildings. The reduction of market value of properties is not a material consideration.

3. Issue 3 - Maintenance

The maintenance of the hotel is not a material planning consideration with this application.

RECOMMENDATION

Approve Unconditionally

REASONS FOR RECOMMENDATION

The proposed works for external alterations to the hotel, including areas of infill, installation of window, door and skylights comply with Policy R1: Residential of the Aberdeen Local Development Plan, as there would be no loss of privacy or amenity to the surrounding vicinity. The proposed works accord with Policy D1: Architecture and Placemaking of the Aberdeen Local Development Plan as the materials to be used are compatible with the existing, and the new development has been designed with due consideration for its context and makes a positive contribution to its setting. The waste facilities on site accord with Policy R6: Waste Management Requirements for New Developments and with the supplementary guidance on Waste Management requirements in New Developments. The proposal also accords with Policy D3: Sustainable and Active Travel and with Policy T2: Managing the Transport Impact of Development as the development would maintain the existing permeability and ensure opportunities for sustainable and active travel would be protected and improved by maintaining the access to the bus stops and through the provision of cycle parking storage. The proposal also accords with the Transport and Accessibility Supplementary Guidance which gives guidance on maximum car parking standards. The proposal has also been assessed by the Council's Roads Project Team who have no objection to the proposal.

INFORMATIVES

The applicant is responsible for all costs involved with reinstating the footpath on Malcolm Road. The applicant should contact Mr Colin Burnet (Tel 01224 522409) of Aberdeen City Council's Design Section with regard to this matter.

Except as the Planning Authority may otherwise agree in writing, no construction or demolition work shall take place:

(a) outwith the hours of 7.00 am to 7.00 pm Mondays to Fridays;

(b) outwith the hours of 9.00 am to 4.00 pm Saturdays; or

(c) at any time on Sundays,

except (on all days) for works inaudible outwith the application site boundary.

[For the avoidance of doubt, this would generally allow internal finishing work, but not the use of machinery] - in the interests of residential amenity.

Dr Margaret Bochel

Head of Planning and Sustainable Development.