

Planning Development Management Committee

FRIENDVILLE, GREAT WESTERN ROAD,
ABERDEEN

CHANGE OF USE TO EVENTS/ FUNCTION
FACILITY WITH ASSOCIATED GUEST
ACCOMMODATION

For: Oakhill Apartments Ltd

Application Type : Detailed Planning Permission
Application Ref. : P140359
Application Date: 14/03/2014
Officer: Gavin Clark
Ward : Airyhall/Broomhill/Garthdee (I Yuill/A
Taylor/G Townson)

Advert : Section 60/65 - Dev aff
LB/CA
Advertised on: 09/04/2014
Committee Date: 19 June 2014
Community Council : No response
received



RECOMMENDATION: Refuse

DESCRIPTION

The site is located on the north side of Great Western Road, immediately to the west of the junction with Thorngrove Avenue. It comprises a substantial detached granite property set within large grounds extending to approximately 5150sqm. The property contains two residential units with the dwellings located adjacent to Thorngrove Avenue, in the corner of the site. The buildings are Category "B" listed buildings and are located within the Great Western Road Conservation Area. Friendville was built in 1773; the walled gardens are listed separately, and are also Category "B" listed. Access to the properties is taken from Thorngrove Avenue.

The gardens at Friendville are of historic importance in themselves as well as affecting the setting of a listed building. Friendville plays a significant role in the development of the Great Western Road Conservation Area.

RELEVANT HISTORY

An application for listed building consent (Ref: 140362) was withdrawn on the 20th May 2014 for the formation of a gate and additional parking within the curtilage of the property.

PROPOSAL

The proposal seeks detailed planning permission for the change of use of the two dwellinghouses within the curtilage of the property to form an events function facility with associated guest accommodation. Following the submission of amended plans, no alterations to the dwellings are proposed internally or externally. The applicant proposes to access the site from the existing residential access on Thorngrove Avenue, with 11 no. car parking spaces to be provided on the existing hard standing on the north-east corner of the site.

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?ref=140359>

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

REASON FOR REFERRAL TO COMMITTEE

The application has been referred to the Planning Development Management Committee because there have been 16 letters of representation. Accordingly, the application falls outwith the scope of the Council's Scheme of Delegation.

CONSULTATIONS

Roads Projects Team – have advised that the car parking layout is not a layout which can be supported. The stacked layout offers very a very poor level of accessibility; in order for the objection to be removed this would have to be amended.

A minimum aisle width of 6m is required for vehicles reversing out of spaces; this has not been supplied in the proposed layout for the majority of the spaces. The applicant was also required to submit proof that a visibility splay of 2.4m x 25m from the access point could be provided.

The surrounding local road network to the site is not one that can accommodate overspill car parking; therefore it would be necessary to know the use of each property. Function facilities require 1 car parking space per 27 sqm.

Due to there still being issues that were raised and have still not been resolved since their initial observations, the Roads Projects Team object to the planning application.

Environmental Health – should planning permission be approved, the applicant would be required to submit a Noise Assessment to ensure the proposed impact on neighbouring amenity would be minimised.

Enterprise, Planning & Infrastructure (Flooding) – no observations

Community Council – no response received

REPRESENTATIONS

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

1. Concerns about the proposed change of use, and the resultant impact on the surrounding area;
2. Concerns in relation to an increase in noise levels, and the resultant impact on the surrounding residential area;

3. Concerns in relation to an increase in traffic levels, both within the site, and on the surrounding road network and the number of parking spaces provided within the application site;
4. Concerns in relation to the neighbour notification process/ advertising of the proposal;
5. Concerns about the impact of the development on the Category “B” Listed Building

PLANNING POLICY

National Policy and Guidance

Historic Scotland’s Scottish Historic Environment Policy (SHEP): states that the planning authority must pay special attention to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses.

Aberdeen Local Development Plan

Policy T2: Managing the Transport Impact of Development: states that new development will need to demonstrate that sufficient measures have been taken to minimise the traffic generated.

Policy D5: Built Heritage: states that proposals affecting Conservation Areas or Listed Buildings will only be supported if they accord with Scottish Planning Policy.

Policy H1: Residential Areas: states that, within existing residential areas, proposals for non-residential uses will be refused unless they are considered complementary to residential use; or it can be demonstrated that the use would cause no conflict with, or any nuisance to, the enjoyment of existing residential amenity.

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. In addition, Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 places a duty on planning authorities to preserve and enhance the character or appearance of conservation areas.

Principle of Development

Policy H1 (Residential Areas) of the ALDP advises that applications will be refused unless they are considered complementary to residential use; or it can be demonstrated that the use would cause no conflict with, or nuisance to the enjoyment of existing residential amenity. The proposal would see a change of use of the property, and a significant increase in usage, with a number of visitors during the day and at night increasing considerably.

The proposed use would have an adverse impact on the character of the surrounding area, which is predominantly residential in nature, with the intensification in use likely to change the residential nature of the area. This would be due to an increase in noise disturbance from the function facility, an increase in people visiting the area and an unacceptable increase in vehicle movements both within the site, and in the surrounding area. The applicant has failed to demonstrate that the proposal would have a negligible impact on the character of the surrounding area.

In addition, the Council's Roads Projects Team, have objected to the application, with a reason being the potential impact for overspill parking on the surrounding road network. For the reasoning discussed above, and later in this evaluation, the proposal fails to accord with Policy H1 (Residential Areas) of the Aberdeen Local Development Plan.

Design, Scale and Form of Development/ Impact on Historic Environment

Following the submission of amended plans, the application proposed no external alterations to the listed building. Previously, the applicant proposed to partially demolish an external wall and create additional car parking facilities. In addition, no external alterations are proposed to the listed building, following the submission of amended plans, the proposed use does not offend either Scottish Historic Environment Policy (SHEP) or Policy D5 (Built Heritage) of the ALDP.

Traffic impacts, access arrangements and car parking

In relation to access arrangements, the proposal seeks to use the existing residential access on Thorngrove Avenue. No alterations have been proposed, and plans showing the required visibility splay of 2.4m x 25m have not been provided and it is the view of roads officers that the existing access is insufficient for the proposed use.

Council parking standards for function facilities require 1 car parking space per 27 square metres of floor space. The parking layout submitted is insufficient, with 11 no. car parking spaces proposed. A number of the spaces shown on drawing no. 06a are considered insufficient (spaces 1, 5-7 in terms of stacking and 9-11 in terms of insufficient reversing space). Stacking of car parking spaces is not permitted by Aberdeen City Council Parking Standards, and a minimum aisle width of 6m is required for vehicles reversing out of spaces. Due to the limited area of parking within existing defined parking area, adequate parking could not

be provided within the site. The Roads Projects Team have therefore objected to the application in this regard.

The proposal previously sought to demolish an existing listed wall and form additional parking spaces within an existing paved area. This amendment was discussed with Historic Scotland, and was discouraged. The rest of the site forms landscaped grounds, and the Council would be unwilling to allow any other areas within the curtilage of the dwellinghouse to be taken over by car parking facilities as any additional parking area would have an adverse effect on the setting of the listed building, and surrounding conservation area.

The applicants had informed the Council that some parties would be dropped off by coach; however no details have been submitted about where and how this would take place. In addition no details have been submitted above how the premises would be serviced, this would be conditioned should planning permission be approved. Coach parking is not an issue which can be resolved, as it could not be accommodated within the site, on Thorngrove Avenue, or on Great Western Road.

The site has good public transportation links, with the number 19 (Culter – Tillydrone) bus stopping on Great Western Road, approximately 100m (towards Tillydrone) and approximately 20m (to Culter) from the application site boundary.

The provision of cycle parking facilities could also be conditioned, and provided within the curtilage of the property.

The surrounding road network to the site is not one that could accommodate overspill car parking, an issue which has been highlighted in a number of the letters of representation. For the reasons mentioned above, the proposal does not accord with Policy T2 (Managing the Transport Impact of Development) of the Aberdeen Local Development Plan.

Relevant planning matters raised in letters of representation

1. The proposed impact of the change of use on the surrounding area has been assessed elsewhere within this report.
2. Should planning permission be approved, Environmental Health has requested the inclusion of a condition in relation to the submission of a Noise Assessment. This would include surveys of people going to/ from the site, to assess the impact on neighbouring amenity.
3. A number of issues in relation to transportation, including car parking, impact on the surrounding road network, public transportation links and cycle parking have been discussed elsewhere in this report.
4. The correct neighbour notification measures, including advertisement of the application were undertaken, as well as re-notification following an amendment to the description of the proposal.

5. After amendments, no external alterations are proposed, and the proposed use would have a negligible impact on the character and appearance of the listed building/ conservation area.

Conclusion

In this instance there are no material planning considerations which would warrant approval of planning permission. Should Councillors be minded to approve the application, appropriate conditions would be required in relation to parking, servicing, cycle parking and the submission of a noise assessment.

RECOMMENDATION

Refuse

REASONS FOR RECOMMENDATION

1. The proposal fails to comply with Policy H1 (Residential Areas) of the Aberdeen Local Development Plan in that the proposed use would have an unacceptable impact on the enjoyment of existing residential amenity as the proposed use would result in an increase in noise disturbance, an unacceptable increase in the number of people accessing the premises and a significant increase in vehicular movements both within the site, and in the surrounding area.
2. The proposal fails to accord with Policy T2 (Managing the Transport Impact of Development) and its associated Supplementary Planning Guidance (Transport and Accessibility) in that insufficient levels of car parking would be provided within the existing car parking area, and the proposal would have an unacceptable impact on Thorngrove Avenue and the surrounding road network, including the potential for overspill parking.

Dr Margaret Bochel

Head of Planning and Sustainable Development