

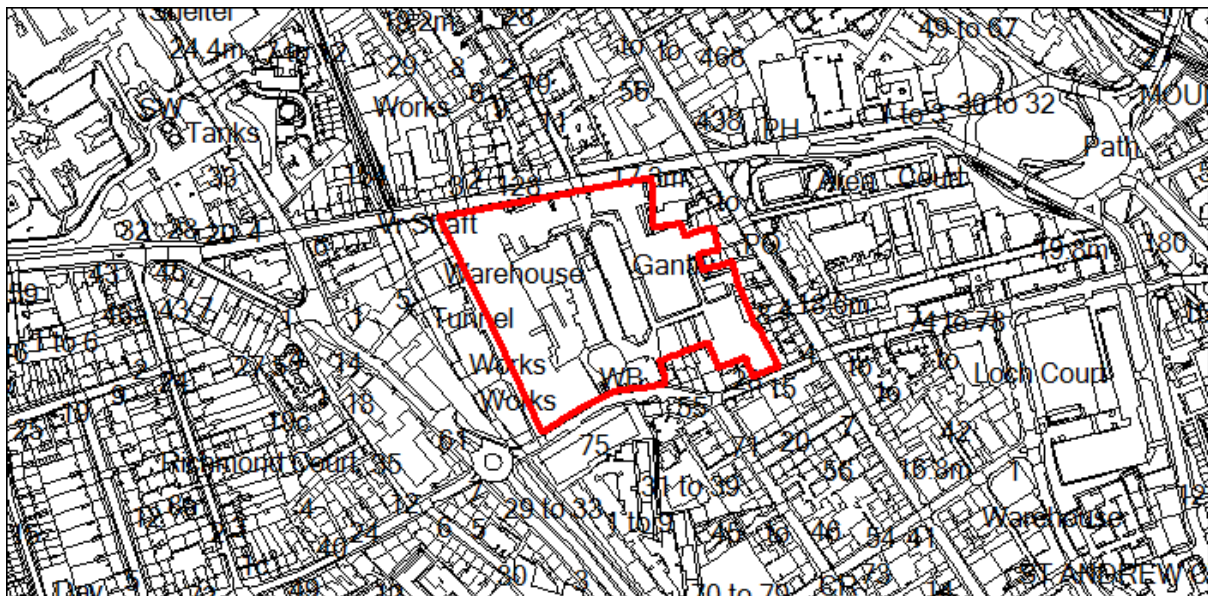
# PRE APPLICATION FORUM

## BROADFORD WORKS, MABERLY STREET, ABERDEEN

MAJOR APPLICATION FOR REDEVELOPMENT OF FORMER BROADFORD WORKS AND A NUMBER OF ASSOCIATED LISTED BUILDINGS TO FORM A RESIDENTIAL-LED, MIXED USE URBAN VILLAGE OF CIRCA 890 UNITS, INCORPORATING PRIVATE RENTAL SECTOR APARTMENTS AND STUDENT RESIDENTIAL BED SPACES AS WELL AS LEISURE, CRÈCHE/NURSERY, RESTAURANT, CAFÉ AND BAR FACILITIES, SMALL OFFICE AND RETAIL SPACE, CONCEIRGE/MANAGEMENT FACILITIES, STUDIO/WORKSHOPS, GALLERY SPACE, CAR PARKING AND ANCILLARY ENGINEERING WORKS

For: Ferness Investment holdings Limited

Application Ref. : P151783  
Officer: Paul Williamson  
Pre Application Forum Date: 14 January 2016  
Ward : George Street/Harbour (M Hutchison/J Morrison/N Morrison)



## SUMMARY

This is a report to the pre-application forum on a potential application by Ferness Investment Holdings Limited for the redevelopment of the Broadford Works and a number of associated listed buildings to for a residential led mixed use urban village of circa 890 units, incorporating private rented sector apartments and

student residential bed spaces, together with leisure, crèche/nursery, restaurant, café and bar facilities, small office and retail space, management facilities, studio workshops, car parking and ancillary engineering works.

In accordance with the provisions of the Town & Country Planning (Scotland) Act 1997 as amended, the applicant submitted a Proposal of Application Notice on 11th November 2015. The earliest date at which an application can be submitted is 3rd February 2016.

## **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.**

## **DESCRIPTION**

Broadford Works occupies a tightly drawn 3.5 hectare site formerly occupied by Richards' textile mills. It is bounded by Hutcheon Street to the north, Maberly Street to the south and Ann Street to the west. George Street runs parallel to the eastern boundary and a large number of individual buildings, generally consisting of commercial properties at ground floor level with flats above, lie between the site and George Street. A number of narrow lanes run from George Street to the boundary of the site, with back yards and gardens abutting the boundary. The site is set in a predominantly residential/mixed use area located adjacent to the northern boundary of the City Centre. Internally, the site is all but hidden from view as it is inward facing and the tall granite walls of the mill buildings form the principal street frontages. The entire complex comprises a mix of substantial manufacturing buildings clad in granite and red brickwork forming a distinctive element of the City's skyline, created by the eye catching chimneys and hosepipe manufacturing towers and the array of tall mill buildings.

There are 101 separately identified buildings on the site. The whole site is listed Category 'A', including the walls, gates, streetscape and chimneys. The principal buildings comprise mainly 3-6 storey textile manufacturing and storage buildings of granite, some clad with brick, of iron framed or reinforced concrete construction, with granite setted streets between them. As a group, the historic buildings document the history of flax manufacture from the early 19<sup>th</sup> Century. There are no public traffic or pedestrian routes into or through the site but the main accesses are taken from Maberly Street and Hutcheon Street.

The earliest (1808) and most significant building on the site is the 'Grey Mill'; it is the oldest iron-framed mill in Scotland and the fourth oldest known to survive in the world. Employment on the site peaked at 3,000, and it was once the largest single employer in Aberdeen. The site was owned and operated by Richards plc (formerly Richards & Co) from 1832 until 2002. The site was later bought by First

Construction. The works closed, in 2004, when the employees moved to new premises in Northfield.

The Broadford Works site comprises the largest concentration of Category 'A' listed buildings at risk in Scotland, if not the UK. Most of the buildings are presently in poor condition and have suffered from extensive vandalism and fire damage, but the most substantial and important ones are capable of restoration, provided appropriate capital investment can be found. The site and the individual Category 'A' listed buildings are listed on the Buildings at Risk Register of Scotland.

## **RELEVANT HISTORY**

Full planning permission for conversion of redundant mill buildings to provide 221 flats with 2450 square metres of retail floor space at ground floor level, a public house (530 square metres), a restaurant (250 square metres), offices (900 square metres), the erection of 177 new-build flats and the provision of ancillary car parking (Ref A4/1262) was granted on appeal following refusal by the then Planning Committee, contrary to officer recommendation. This was discussed more fully in the background section above.

A revised proposal (Ref 120048) for detailed planning permission for a "proposed urban village (mixed development) including: major restoration and conversion of important Listed Buildings formerly used as a textile mill; demolition of various industrial premises; construction of new build developments comprising 517 flats (of which 175 are conversions); 4525m<sup>2</sup> of non-residential uses including a notional 1975m<sup>2</sup> of ground floor retail; 1900m<sup>2</sup> of storage; a 450m<sup>2</sup> nursery and a 200m<sup>2</sup> restaurant; 569 surface and basement car parking spaces and associated engineering and infrastructure works". The changes to the previously approved scheme included -

- The retention and restoration of 11 mill buildings as opposed to 13 in the original scheme;
- The submission of a Listed Building Application to cover the demolition of all the remaining buildings on the site – beyond the 11 major buildings being retained. This application is still under consideration;
- The arrangement of the whole site into a series of 7 individual development packages (see attached plan), 5 of which are a combination of listed building and new build opportunity;
- The design of all aspects of the site, from services through to car parking, in such a way that the individual packages can come forward in any order, even all at once; and
- An additional 119 mainly new-build dwellings on the site taking the total dwellings to 517, with 569 car parking spaces many of which will be in basement parking.

That application was refused by the Development Management Sub-Committee in August 2012 but that decision was appealed by the applicant. In May 2013 the

Scottish Ministers issued a letter of intention stating that they intended to approve the application subject to a legally binding planning obligation being agreed between the Council and the developer. The planning obligation has now been agreed and signed by the relevant parties and the Scottish Ministers have issued a decision letter granting planning permission on 30 September 2014.

A subsequent application for listed building consent for the demolition of those listed buildings on the site that need to be removed to allow the development approved by the Scottish Ministers. A plan showed the buildings numbered 8, 18, 19, 20, 21, 22, 23, 25, 26a, 27, 28, 29, 30, 32a, 47, 51, 52, 52a, 55, 87, 88, 89, 90, 90a, 91, 92, 93, 94, 95, 97, 100, 101, which would be demolished as part of the plans was approved in January 2015.

## **PROPOSAL**

This proposal constitutes a major application for the redevelopment of the former Broadford Works and a number of associated listed buildings to form a residential-led, mixed use urban village of circa 890 units, incorporating private rental sector apartments and student residential bed spaces as well as leisure, crèche/nursery, restaurant, café and bar facilities, small office and retail space, concierge/management facilities as well as the re-use of the Grey Mill building for studio/workshop, live/work and gallery space, public realm space, car parking and ancillary engineering works

## **CONSIDERATIONS**

The main considerations against which a planning application would be assessed are outlined as follows:

### Principle of Development

The site is zoned under the Mixed Use Areas Policy (Policy H2 of the Aberdeen Local Development Plan). The suitability of this edge of city centre location for a mixed use development, and its relationship with the adjoining areas, would be examined.

The previous history of planning applications, and the extant planning permission, would also be a significant consideration, as would the actual composition of uses proposed upon the site, and its linkages to the Approved Design Brief.

### Retention and Protection of Listed Buildings and SPP/SHEP

The retention of the Listed Buildings which are to remain on site, and the protection of their setting shall be of paramount importance. As such, a detailed assessment of the proposals against Scottish Planning Policy, and Historic Environment Scotland's 'Scottish Historic Environment Policy, shall be necessary to ensure adherence. Careful consideration shall be given to the extant of supporting development, and whether it respects the scale of the surrounding historic environment.

### Transportation

The traffic impact of the development would be assessed as part of any application submission. Access to and from the site would also be examined, together with the linkages to public transportation. A suitable level of car, cycle and motorcycle parking would be agreed and the proposals would be expected to accord with transportation policies within the LDP and the Council's Supplementary Guidance on Transport and Accessibility. It is expected that adequate consideration would be given to the inclusion of sustainable transportation measures for this site (including the city car club), and the wider linkages to cycle and pedestrian paths.

### Design and Layout

The layout/scale of the development, the relationship between existing and proposed buildings, and extent of car parking would be determined at application stage. A high standard of design is expected for all applications within the City Council area.

### Other Infrastructure

It is expected that both surface and foul drainage would discharge into the public sewer networks within the area. A drainage impact assessment would be required in order to demonstrate that the development could be adequately drained. Further submissions are also likely to be necessary in respect of flood risk, and the culverted burn which runs through the site.

Furthermore, generally such developments would be expected to provide developer contributions to offset the associated impacts of the development. This generally would include contributions towards affordable housing among other infrastructure. However regard would have to be paid to the benefits and need to enable the redevelopment of this historic and protected site, and the need to re-occupy and find beneficial uses for the buildings being retained. As such, the current approval placed greater weight on the heritage interests, than those of the general affordable housing requirement. Given the extant approval on that basis, further consideration shall be required in that regard again.

## **Local Development Plan**

Policy I1 – Infrastructure Delivery and Developer Contributions

Policy T2 – Managing the Transport Impact of Development

Policy D1 – Architecture and Placemaking

Policy D2 – Design and Amenity

Policy D3 – Sustainable and Active Travel

Policy D4 – Aberdeen's Granite Heritage

Policy D5 – Built Heritage

Policy H2 – Mixed Use Areas

Policy H3 – Density

Policy H4 – Housing Mix

Policy H5 – Affordable Housing

Policy CF2 – New Community Facilities  
Policy RT1 – Sequential Approach and Retail Impact  
Policy NE6 – Flooding and Drainage  
Policy NE8 – Natural Heritage  
Policy R2 – Degraded and Contaminated Land  
Policy R6 – Waste Management Requirements for New Development  
Policy R7 – Low and Zero Carbon Buildings

OP90 – Broadford Works, Maberley Street

Identifies that the 3.6 hectare site is covered by a Planning Brief which advocates redevelopment of the site as an ‘Urban Village’.

### **Proposed Local Development Plan**

Policy D1 – Quality Placemaking by Design  
Policy D3 – Big Buildings  
Policy D4 – Historic Environment  
Policy D5 – Our Granite Heritage  
Policy NC4 – Sequential Approach and Impact  
Policy I1 – Infrastructure Delivery and Planning Obligations  
Policy T2 – Managing the Transport Impact of Development  
Policy T3 – Sustainable and Active Travel  
Policy H2 – Mixed Use Areas  
Policy H3 – Density  
Policy H4 – Housing Mix  
Policy H5 – Affordable Housing  
Policy CF2 – New Community Facilities  
Policy NE6 – Flooding, Drainage and Water Quality  
Policy NE8 – Natural Heritage  
Policy R2 – Degraded and Contaminated Land  
Policy R6 – Waste Management Requirements for New Development  
Policy R7 – Low and Zero Carbon Buildings, and Water Efficiency  
Policy CI1 – Digital Infrastructure

OP74 – Broadford Works, Maberley Street

Acknowledges that the 3.6 hectare site benefits from planning permission for 517 flats and other uses subject to a legal agreement.

### **Other Material Considerations**

Broadford Works – Design Brief ( June 2001)

Adopted as Supplementary Guidance to the Aberdeen Local Development Plan

### **PROPOSED LOCAL DEVELOPMENT PLAN**

The Proposed ALDP was approved for submission for Examination by Scottish Ministers at the meeting of the Communities, Housing and Infrastructure Committee of 27 October 2015. It constitutes the Council’s settled view as to what should be the content of the final adopted ALDP and is now a material

consideration in the determination of planning applications, along with the adopted ALDP. 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 representation and are regarded as unresolved issues to be determined at the Examination; and
- the relevance of these matters to the application under consideration.

Policies and proposals which have not been subject to objection will not be considered at Examination. In such instances, they are likely to be carried forward for adoption. Such cases can be regarded as having greater material weight than those issues subject to Examination. The foregoing can only be assessed on a case by case basis. In this case, the policies of the Proposed LDP largely reiterate those of the extant LDP, and therefore no new material considerations are raised.

## **PRE APPLICATION CONSULTATION**

The proposal of application notice detailed the level of consultation which is to be undertaken and that comprised:

- A public drop-in event was held 1 December 2015 between 3 and 8 pm at the Aberdeen College, Gallowgate, Aberdeen
- The developer wrote to George Street Community Council advising of the proposal. The developer also contacted the Rosemount and Mile End Community Council in light of the boundary being in close proximity to the application site.
- The developer wrote to the George Street/Harbour ward Councillors, together with those in the Midstocket/Rosemount ward Councillors, advising of the proposal and extending an invite to the public event.

## **CONCLUSION**

This report highlights the main issues that are likely to arise in relation to the various key considerations of the proposed development. It is not an exhaustive list and further matters may arise when the subsequent application is submitted. Consultees will have the opportunity to make representations to the proposals during the formal application process.

## **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.**