

Planning Development Management Committee

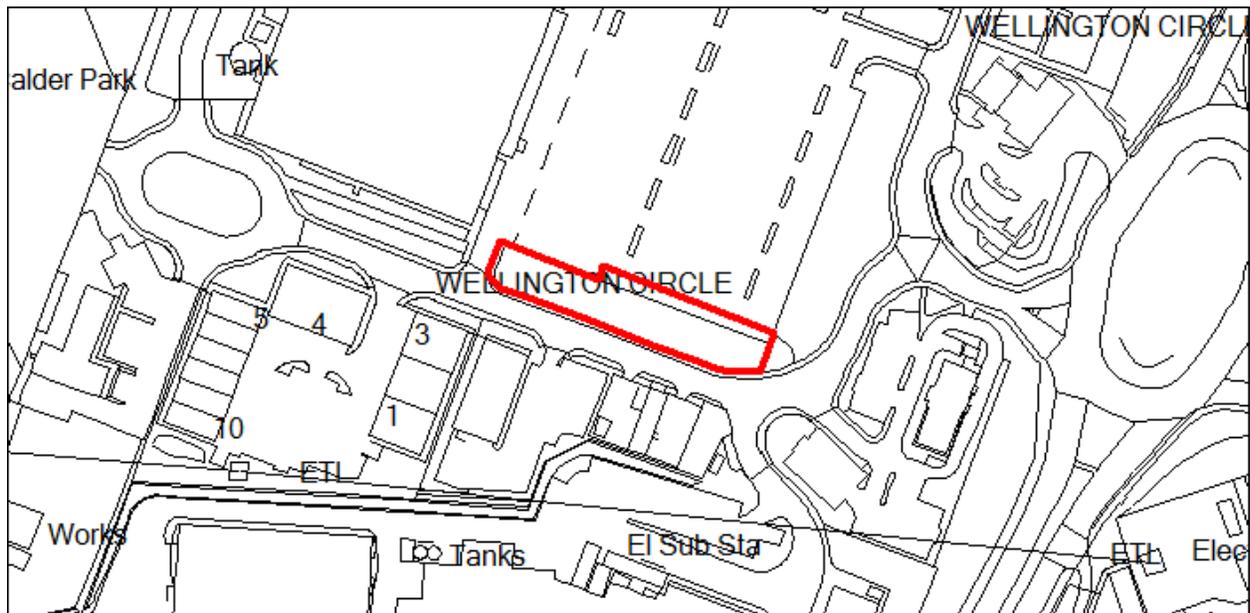
MAKRO, WELLINGTON CIRCLE, ALTENS

ERECTION OF COFFEE SHOP (CLASS 1/3
USE) INCLUDING 'DRIVE THRU' TAKEAWAY
(SUI GENERIS).

For: Cyan Properties Ltd

Application Type : Detailed Planning Permission
Application Ref. : P160067
Application Date: 26/01/2016
Officer: Paul Williamson
Ward : Kincorth/Nigg/Cove (N Cooney / A
Finlayson/S Flynn)

Advert : Can't notify neighbour(s)
Advertised on: 24/02/2016
Committee Date: 21/04/2016
Community Council : Comments



RECOMMENDATION:

Approve subject to conditions

DESCRIPTION

The application site itself extends to 0.16 hectares (0.4 Acres) and occupies part of the car park and peripheral landscaped areas pertaining to the overall site which comprises an existing wholesale cash and carry building located on the western side of Wellington Circle, in the Wellington Industrial Estate. That wider site of approximately 3.5 hectares is located directly to the west of the Southerhead Road roundabout. Surrounding uses includes Royal Mail depot, Burger King, offices (Blue Sky), a petrol filling station, and a number of other business units surround the premises.

The existing building covers a gross floor area of approximately 10,252 square metres, inclusive of a mezzanine floor level. The car park to the front of the existing store includes approximately 507 spaces.

Access is currently taken from a point on the southern edge of the site on Wellington Circle, while the egress is to the eastern boundary, opposite the petrol filling station. As part of the proposals relating to the most recent planning application, the aforementioned egress is being altered to act as both access/egress to the site.

The service yard for the main building is provided from Wellington Circle to the rear (south west) of the building.

RELEVANT HISTORY

The current occupier Makro, have been operating out of the premises as a Wholesale Retailer (under Class 6: Storage and Distribution), since 1992.

A previous application to convert approximately two thirds of the wholesale warehouse to form a Class 1 Supermarket was originally considered at the Planning Development Management Committee on 18 June 2015. At that time Members were minded to approve the development subject to the completion of a s75 planning obligation (legal agreement).

A subsequent report was thereafter considered by Members on 17 September 2015, as the applicant had highlighted their difficulties in obtaining an end-user for a large supermarket due to the current economic climate. As such, they made a request to the planning authority to amend the terms of the planning application submission to:

- Retain the Makro (wholesale warehouse) store (as proposed in the original application submission) at 4,502 square metres (reduced from the overall premises level of 10,252 square metres);
- Reduce the extent of Class 1(Retail) Supermarket to 1,476 square metres from 5,750 square metres;
- Provide a store/warehouse of 4,274 square metres, for a new concept order and collect unit for IKEA. This format would include approximately 2600 square metres for the rear storage and distribution facilities, with the remaining front area (approximately 1,674 square metres) utilised for

- showroom areas, a central planning area, and a small market hall for take-away goods. In addition, customers will be able to collect and return orders placed in the unit or online, where home delivery is not their preferred option. A small café and toilets are also proposed;
- External alterations to include a third entrance feature and associated cladding alterations; and,
 - A drop in the number of car parking spaces provided overall from 500 down to 462.

The applicant indicated their commitment to continue to enter into a s75 planning obligation (legal agreement) in respect of the developer contributions which had been agreed previously towards the Strategic Transport Fund, and contributions towards mitigation to the local roads network, together with the provision of infrastructure.

That application was approved on 19 November 2015, following the signing and registration of the legal agreement. Work is currently underway to implement that permission, with the IKEA concept store scheduled for opening in mid May.

PROPOSAL

The proposal involves the erection of a single storey 184 sq. m. coffee shop including 'Drive Thru' take-away (to be occupied by Starbucks), in the grounds of the 'Makro' site at Wellington Circle, Cove, Aberdeen. The coffee shop would be located in an area to the south east of the Makro store.

External uncovered and covered seating areas are provided adjacent to the proposed building, whilst a small yard area is situated to the east. In terms of finishes, the main roof would be formed with a light grey laminated roof membrane whilst the walls would be finished with Marley fibre cement horizontal boarding and Kingspan, or similar, cladding with coloured render. Windows would be double glazed with powder coated aluminium frames. It is indicated that peripheral landscaping would be enhanced to compensate for the loss of landscaping necessary to accommodate the development. This would include a timber post and wire fence to support new beech hedging, amenity grassed areas, and the provision of 18 'Emerald Green' Acer trees (semi-mature specimen).

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=160067>

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

The submitted information includes:

- Planning Supporting Statement
- Transport Assessment

REASON FOR REFERRAL TO COMMITTEE

The application has been referred to the Planning Development Management Committee because the application is being recommended for approval and has been the subject of formal objection by the local Community Council within whose area the application site falls. Accordingly, the application falls outwith the scope of the Council's Scheme of Delegation.

CONSULTATIONS

Roads Development Management – No objections. Conditions should be attached in respect of: the car parking layout illustrated in the submitted plans; the provision of cycle/motorcycle parking; and, the provision of a detailed travel plan.

Environmental Health – No observations.

Communities, Housing and Infrastructure (Flooding) - No observations.

Education, Culture & Sport (Archaeology) – No comments received.

Nigg Community Council – Object to the proposals on the following grounds:

- The proposed application would constitute an additional danger to pedestrians using this part of Wellington Circle, which forms the planned main access for the proposed new secondary school;
- Recent traffic surveys and road modelling by ACC have indicated that there is likely to be a significant increase in vehicle movements within the area which shall put additional strain on the A956 (Wellington Road). Any additional traffic associated with this development will only exacerbate problems;
- There would be an over-provision of catering facilities in the area including: IKEA; Balmoral (in house canteen); Burger King; Altens Thistle Hotel; Redmoss Filling Station and the Royal Mail (in house canteen).

REPRESENTATIONS

No letters of representation/objection/support have been received.

PLANNING POLICY

Aberdeen City and Shire Strategic Development Plan

The strategic aims contained within the Strategic Development Plan indicate that we need to create sustainable mixed communities, with the required associated infrastructure in order to cater for the need of the whole population, while also making the most efficient use of the transport network, including reducing the need for people to travel, and encouraging sustainable transportation methods.

Aberdeen Local Development Plan (ALDP)

Policy I1 – Infrastructure Delivery and Developer Contributions

Policy T2 – Managing the Transport Impact of Development

Policy D1 – Architecture and Placemaking

Policy D3 – Sustainable and Active Travel
Policy BI1 – Business and Industrial Land
Policy RT1 – Sequential Approach and Retail Impact
Policy RT2 - Out of Centre Proposals

Proposed Aberdeen Local Development Plan

Policy D1 Quality Placemaking by Design
Policy NC4 Sequential Approach and Impact
Policy NC5 Out of Centre Proposals
Policy I1 Infrastructure Delivery and Planning Obligations
Policy T2 Managing the Transport Impact of Development
Policy T3 Sustainable and Active Travel
Policy B1 Business and Industrial Land

Within the Proposed LDP, the 3.2 hectare site is allocated as an opportunity site (OP 110) for the change of use to a Class 1 retail use.

Supplementary Guidance

Hierarchy of Centres
Infrastructure and Developer Contributions Manual
Transport and Accessibility
Waste Management

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

At the outset of considering such a proposal is the over-arching policy relating to Business and Industrial Land (Policy BI1). It states that “ancillary facilities that support business and industrial uses may be permitted where they enhance the attraction and sustainability of the city’s business and industrial land. Such facilities should be aimed primarily at meeting the needs of businesses and employees within the business and industrial area”.

As outlined in the applicants supporting statement “The proposal will provide an ancillary facility to the recently consented retail development at Wellington Circle. It will further provide a facility to serve the business and industrial uses in the immediate and in the wider Cove and Altens areas. Its development will benefit not only the employment uses in the area but also the expanding residential

community and increase the range of facilities available to existing residents". It is considered that in light of this part of the Wellington Industrial Estate comprising a mix of uses, many of which are already or soon to be retail, or quasi retail, as well as offering food and drink, the proposal shall not be at odds with the established character of the area. Given the relatively small scale of the proposals at 184 square metres, it is not considered that the development proposals would jeopardise the existing or future operation of the business and industrial land. Furthermore, a grant of planning permission for the development proposals would not have any detrimental impact upon the wider proposals granted through application reference P140924 for the sub-division of the larger building on site. It is considered that the catchment for the proposal would largely serve the immediate area. However, in light of its location alongside a main arterial route in/out of the city it has the potential to attract passing trade. As a result, given the site specific circumstances relating to the existing use of the wider site, would not warrant a refusal of planning permission.

Retail and Sequential Approach

As noted above, the wider site is already within retail or quasi retail purposes. The provision of such a small floorspace would not be considered to have any significant adverse effect on the vitality or viability of any retail location. The type of format proposed is currently not provided within the locale, or to the South of the City, and it could be argued that there is a gap in the market to provide such a use alongside the emerging retail offerings, and being in accordance with other relevant Local Development Plan policies. Furthermore, the site would be easily and safely accessible by a choice of means of transport. As such, the proposal would not be contrary to Policy RT2 of the Local Development Plan.

Design

From the perspective of design, the small scale of the building, set back from Wellington Road, and behind the existing Burger King unit, and with the backdrop of the refurbished IKEA/Supermarket/MAKRO building, is considered to be an appropriate addition to this Industrial Estate. The standard of materials is reflective of the external finishes in the general area. The layout of the proposal is nestled into the south east corner of the site, and behind the proposed new landscaping. As such, the visual impact of the proposal shall be relatively minor, and due consideration has been given to the surrounding context. The proposal is therefore considered to be in accordance with Policy D1 of the Adopted Local Development Plan.

Transportation and Parking

At present, the site has a historical substantial over-provision of car parking, beyond the Council's current car parking standards. While the proposal would still see a loss of a further 22 spaces beyond that approved in the most recent planning application (Ref: 140924), it would still leave a surplus over and above what the current parking standards would require. As such, there are no objections from the Roads Development Management Team, nor are there any

concerns in respect of the access to the site, either by vehicular or pedestrian movements. It is likely that a substantial element of trips would form part of wider multi-purpose trips within the area to existing businesses, or nearby facilities or homes. There would however be advantages of the proximity to the arterial transportation routes to attract trade. This has been factored in the submitted Transportation Statement

In addition, the provision of the development proposals would not have any detrimental impact upon the wider proposals granted through application P140924. Ample car parking would still remain for the new click and collect concept store, small supermarket, and the retained wholesale warehouse.

It is therefore concluded that through the attachment of conditions relating to the provision of the car parking layout as shown; the delivery of cycle parking; and the submission of a detailed travel plan, the proposal would be in accordance with Policies T2 (Managing the Transport Impact of Development) and D3 (Sustainable and Active Travel) of the Local Development Plan.

Landscaping

The perimeter of the existing site is not particularly attractive, with the use of 2 metre high chain link fencing, and defensive planting, which appears quite wild. While the proposal would result in the loss of both these elements, it is considered that the proposed planting in mitigation would be much more attractive, through the use of a low timber post and wire fence, to support the growth of a beech hedge along the frontage and side. In addition a total of 18 new semi-mature Acer specimens would be provided around the eastern and southern perimeter of the site.

The removal of the majority of the existing unmanaged planting would also improve the cross-corner visibility from the west.

Objection Raised by the Community Council

In response to the points raised by the Nigg Community Council, each are addressed in turn below:

- No objection was raised by the Roads Development Management Team as noted above in respect of pedestrian or vehicular safety concerns;
- As noted above, the level of traffic associated with this development alone is small in comparison to the existing flows on Wellington Road. As the proposal would compliment the adjoining retail uses, which have characterised this part of the wider industrial estate, it is not considered to exacerbate existing traffic flows in the area. As part of the previous planning application, the applicant (which is also the same applicant for this application), entered into a legal agreement to provide contributions towards the Strategic Transport Fund, and localised road improvements. As such, the small scale nature of the development proposals do not require any additional contributions over and above those already made;

- It is not considered that the proposal would result in the over-provision of catering facilities in the area. The predominant use would remain for business and industrial purposes. The cross reference to internal catering facilities within business premises would not be considered to be open to the general public, whereas the remaining examples quoted are considered to offer a different range of food and drink, in comparison to the application proposal.

Proposed Aberdeen 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.

RECOMMENDATION

Approve subject to conditions

REASONS FOR RECOMMENDATION

That the proposal to erect a coffee shop including a drive-thru takeaway, within the curtilage of the recently approved IKEA/Makro/Supermarket, is considered to complement the existing provision on site, and remain very much ancillary to those retail uses, and would largely serve the immediate surrounding area, thus according with the principles of Policy BI1 Business and Industrial Land of the Adopted Local Development Plan.

Furthermore, the proposal would not have a detrimental impact on the vitality and viability of existing shopping centres/locations in the Hierarchy of Retail Centres, nor is there any envisaged detriment from the transportation perspective and the associated Policy T2 of the Local Development Plan.

CONDITIONS

it is recommended that approval is granted subject to the following conditions:-

(1) that the development hereby approved shall not be occupied unless the car parking areas hereby granted planning permission have been constructed, drained, laid-out and demarcated in accordance with drawing No's. 10200 PL (--)
04 Rev A and 113410/8001 of the plans hereby approved or such other drawing as may subsequently be submitted and approved in writing by the planning authority. Such areas shall not thereafter be used for any other purpose other than the purpose of the parking of cars ancillary to the development and use thereby granted approval - in the interests of public safety and the free flow of traffic.

(2) That none of the units hereby granted planning permission shall be occupied unless the cycle/motorcycle storage facilities as shown on drawing no. 10200 PL (--)
04 Rev A have been provided - in the interests of encouraging more sustainable modes of travel.

(3) That no development shall take place unless there has been submitted to and approved in writing a detailed Green Transport Plan, which outlines sustainable measures to deter the use of the private car, in particular single occupant trips and provides detailed monitoring arrangements, modal split targets and associated penalties for not meeting targets - in order to encourage more sustainable forms of travel to the development.

(4) that all planting, seeding and turfing comprised in the approved scheme of landscaping as shown on drawing no. 2001/02 Rev A, shall be carried out in the first planting season following the completion of the development and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a size and species similar to those originally required to be planted, or in accordance with such other scheme as may be submitted to and approved in writing for the purpose by the planning authority - in the interests of the amenity of the area.

Informatives

1) Deliveries should be scheduled outwith Makro and IKEA opening hours to allow vehicles to make use of car parking spaces.

2) That notwithstanding the details shown on the approved plans, none of the signage therein is hereby approved, and shall require the benefit of a separate application for advertisement consent.