

Perth and Kinross Council
Development Management Committee – 15 July 2015
Report of Handling by Development Quality Manager

**Change of use and alterations to former nurses' home to form 29 flats
Taymount Terrace, Perth**

Ref. No: 15/00346/FLL
Ward No: 10 – Perth City South

Summary

This report recommends approval of the application as the development is considered to comply with the relevant provisions of the Development Plan and there are no material considerations apparent which outweigh the Development Plan.

BACKGROUND AND DESCRIPTION

- 1 The former Nurses' Home at Taymount Terrace, Perth, is a category C listed 2-storey and attic T-plan neo-Georgian building on raised ground to the south east of Perth Royal Infirmary.
- 2 The building, dating to 1921-32, was designed by James Millar, also the architect of the earlier original Infirmary buildings of 1911-14. As with these, the former nurses' home is of painted harl with contrasting red brick dressings, with regular fenestration and Georgian detailing including a grey slate piend and platformed roof. A single-storey and attic recreation hall is linked at the rear. The nurses' home is a substantial and imposing building, set within attractive gardens bounded by mature conifers. The listing includes the semi-circular coped brick boundary walls and the brick piers and iron gates to Taymount Terrace.
- 3 Previously providing accommodation for 64 nurses, the building has been vacant for a number of years and was sold by the NHS in 2014. The 0.53ha site is within an established residential area, adjacent to the rear gardens of properties on Glasgow Road and Tullylumb Terrace.
- 4 The proposal is to convert the building into 29 residential units, including 12 1-bedroom apartments, 16 2-bedroom apartments and 1 3-bedroom apartment, with a total floor space of 1875.7m². The majority of the surrounding garden ground is to be retained as communal amenity space, with 37 parking spaces. Small private gardens are proposed to three of the ground floor units, but otherwise the gardens will remain as communal open space.

NATIONAL POLICY AND GUIDANCE

- 5 The Scottish Government expresses its planning policies through The National Planning Framework, the Scottish Planning Policy (SPP), Planning Advice

Notes (PAN), Creating Places, Designing Streets, National Roads Development Guide and a series of Circulars.

6 The Scottish Planning Policy (SPP) was published on 23 June 2014. It sets out national planning policies which reflect Scottish Ministers' priorities for operation of the planning system and for the development and use of land. The SPP promotes consistency in the application of policy across Scotland whilst allowing sufficient flexibility to reflect local circumstances. It directly relates to:

- the preparation of development plans;
- the design of development, from initial concept through to delivery; and
- the determination of planning applications and appeals.

7 Of particular relevance to this application are:

- Paragraphs 36 – 46: Placemaking'
- Paragraphs 135 – 144: Valuing the Historic Environment'

DEVELOPMENT PLAN

8 The Development Plan for the area comprises the TAYplan Strategic Development Plan 2012-2032 and the Perth and Kinross Local Development Plan 2014.

TAYplan Strategic Development Plan 2012 – 2032 - Approved June 2012

9 The overall vision of the Tay Plan states *“By 2032 the TAYplan region will be sustainable, more attractive, competitive and vibrant without creating an unacceptable burden on our planet. The quality of life will make it a place of first choice, where more people choose to live, work and visit and where businesses choose to invest and create jobs.”*

10 The relevant policy is: **Policy 2: Shaping Better Quality Places**

PERTH AND KINROSS LOCAL DEVELOPMENT PLAN 2014

11 The Local Development Plan was adopted by Perth and Kinross Council on 3 February 2014. It is the most recent statement of Council policy and is augmented by Supplementary Guidance. Taymount Terrace is located within the Perth Settlement Boundary, but outside the Town and Neighbourhood Centre.

12 The principal relevant policies are, in summary:

Policy HE2 - Listed Buildings

13 There is a presumption in favour of the retention and sympathetic restoration, correct maintenance and sensitive management of listed buildings to enable them to remain in active use. The layout, design, materials, scale, siting and

use of any development which will affect a listed building or its setting should be appropriate to the building's character, appearance and setting.

Policy PM1A – Placemaking

- 14 Development must contribute positively to the quality of the surrounding built and natural environment, respecting the character and amenity of the place. All development should be planned and designed with reference to climate change mitigation and adaptation.

Policy PM1B – Placemaking

- 15 All proposals should meet all eight of the placemaking criteria.

Policy PM3 - Infrastructure Contributions

- 16 Where the cumulative impact of new developments will exacerbate a current or generate a future need for additional infrastructure provision or community facilities, planning permission will only be granted where contributions which are reasonably related to the scale and nature of the proposed development are secured.

Policy RD1 - Residential Areas

- 17 In identified areas, residential amenity will be protected and, where possible, improved. Small areas of private and public open space will be retained where of recreational or amenity value. Changes of use away from ancillary uses such as local shops will be resisted unless supported by market evidence that the existing use is non-viable. Proposals will be encouraged where they satisfy the criteria set out and are compatible with the amenity and character of an area.

Policy RD4 - Affordable Housing

- 18 Residential development, including conversions, consisting of 5 or more units should include provision of an affordable housing contribution amounting to an equivalent of 25% of the total number of units proposed. Whenever practical, the affordable housing should be integrated with and indistinguishable from the market housing.

Policy TA1B - Transport Standards and Accessibility Requirements

- 19 Development proposals that involve significant travel generation should be well served by all modes of transport (in particular walking, cycling and public transport), provide safe access and appropriate car parking. Supplementary Guidance will set out when a travel plan and transport assessment is required.

OTHER POLICIES

Perth and Kinross Council Supplementary Guidance:-

- 20 **Developer Contributions:** This document sets out the Council's policy towards obtaining developer contributions in relation to Primary Education and A9 junction upgrades. This Supplementary Guidance should be read in conjunction with Local Development Plan Policy PM3: Infrastructure Contributions and Developer Contributions Supplementary Guidance.
- 21 **Affordable Housing:** Residential development, including conversions, consisting of 5 or more units should include provision of an affordable housing contribution amounting to an equivalent of 25% of the total number of units proposed. Whenever practical, the affordable housing should be integrated with and indistinguishable from the market housing. If the provision of the affordable housing on-site is not possible the Council will seek off-site provision. Failing that, and in appropriate circumstances, a commuted sum will be required from developers. The details of provision, including tenure, house size and type, will be a matter for agreement between the developer and the Council and based upon local housing need and individual site characteristics.

SITE HISTORY

- 22 15/00350/LBC Alterations to former Nurses' Home, Taymount Terrace. This accompanying application for listed building consent received no objections and has been determined under delegated powers.

CONSULTATIONS

External

- 23 **Scottish Water** - No comments received.

Internal

- 24 **Transport Planning** - No objections. The number of parking spaces provided is acceptable. A minimum of 29 secure and covered cycle parking spaces are to be provided within the site prior to occupation.
- 25 **Education And Children's Services** - This development falls within the Oakbank/Viewlands Primary School catchment area. Based on current information this school will reach the 80% capacity threshold and the Finalised Primary Education and New Housing Contributions Policy should be applied.
- 26 **Contributions Officer** - No contribution will be sought in terms of the Transport Infrastructure Supplementary Guidance. This proposal is within the catchment of Viewlands and Oakbank Primary Schools. The proposal contains 12 single bedroom apartments. These do not require a contribution in line with the Developer Contribution Supplementary Guidance. A primary education contribution of £6395 per unit will be sought from the remaining 17 units.
- 27 **Affordable Housing Officer** - The proposal does not identify any affordable units within the development, as such a commuted sum payment will be

required. The commuted sum for the Perth Housing Market Area is £26,500 per unit.

- 28 **Conservation Team** - Case officer is the Conservation Planner and therefore no further comments have been sought.
- 29 **Community Waste Advisor** - The proposed bin storage area should contain 5 x 1280 litre bins for general waste, 5 x 1280 litre blue lidded bins for dry mixed recyclables and 2 x 240 litre wheeled bins for food waste. The road and pavement from the bin collection point to the refuse collection vehicle must be at maximum 10 metres and a hard standing surface. It must have a level gradient and a smooth surface; use dropped kerbs where appropriate.

REPRESENTATIONS

- 30 A total of 7 letters of representation were received during the advertisement period for the application.
- 31 The representations have raised the following relevant issues: -
- Loss of mature trees
 - Potential effect on wildlife
 - Stability of boundary wall
 - Overlooking and loss of privacy
 - Over-intensive development
 - Drainage issues resulting from extension of hardstanding
 - Noise/ nuisance from communal gardens
 - Effect of building work on existing property due to dust/air quality
- 32 All the relevant planning issues which have been raised are addressed in the Appraisal section of this report.

ADDITIONAL STATEMENTS

33	Environment Statement	Not required
	Screening Opinion	Not required
	Environmental Impact Assessment	Not required
	Appropriate Assessment	Not required
	Design Statement / Design and Access Statement	None
	Report on Impact or Potential Impact	None submitted.

APPRAISAL

Policy Appraisal

- 34 Sections 25 and 37(2) of the Town & Country Planning (Scotland) Act 1997 (as amended) requires the determination of the proposal to be made in accordance with the provisions of the Development Plan, unless material considerations indicate otherwise. The determining issues here are whether the proposals

comply with Development Plan policy or if there are other material considerations, which justify a departure from policy. The relevant policies to be considered are contained within the adopted Perth and Kinross Local Development Plan 2014. These are outlined in the policy section above and will be considered in more detail below.

Design/ Layout

- 35 An original proposal for the site included the demolition of the rear recreation wing and 3 new dwellinghouses within the grounds. Following discussions at the pre-application stage, it was agreed that given that the former Nurses Home is category C listed, the rear wing should be retained. The new-build element was removed from the proposal due to the potential detrimental impact on the listed building.
- 36 The overall approach to the proposed development is sympathetic, with little external change proposed to the main building, and the internal layout largely retained. The removal of the link corridor between the main block and the rear wing is the most significant change to the external appearance, along with conversion of an existing fire escape door to a window, and conversion of a window to a glazed door at ground floor level.
- 37 Otherwise, existing windows and doors will be retained and refurbished, and maintenance will be carried out including repainting of the render to match existing and repointing of brickwork with lime mortar. The area on the rear elevation of the main block affected by the removal of the link corridor is to be repaired and finished in render to match existing with a new glazed door installed. Internally, doors and architraves are to be retained, along with existing timber chimney pieces in the ground floor principal rooms. The black and white tiled floors within the bathrooms will be retained and restored at ground floor level, with the tiling to upper floors retained in situ and covered by a floating acoustic floor system to comply with building regulations.
- 38 The rear recreation hall currently contains a large gym hall with accommodation above. In order to make the retention of the rear recreation hall an economically viable part of the scheme, it is proposed to insert an additional floor into the gym hall and convert the ground and first floors into residential accommodation. This will be achieved by reducing the ground level within the hall to fit an additional floor level. The existing large windows to the hall will therefore be removed, the sills lowered and a casement window (similarly detailed to the original) installed at each level with a render panel in between to obscure the new floor. The existing fire escape stair will be removed and three glazed doors introduced at ground floor level. Internally, this will mean a significant change to the existing large, timber panelled hall. It is proposed to reuse panelling within the living room areas of the two ground floor apartments.
- 39 This element of the proposal, including the loss of the link corridor, is a significant alteration which will undoubtedly affect the historic character and interest of the recreation hall. It is considered, however, that this should be balanced against the retention and reuse of the building as a whole, and the

sympathetic restoration of the main block. The proposals will facilitate the long term reuse and maintenance of a vacant listed building, in line with policy HE2 of the Local Development Plan. Given the reuse of existing buildings and improved landscaping, the proposals also comply with policies PM1A and PM1B in relation to placemaking, as the proposals make a positive contribution to the area and respect its character and amenity.

- 40 A tree survey report has been submitted. Within this, it is noted that four of the mature conifers on the site are dead or dying, and it is proposed to remove these and replant with similar species further east to allow for an increase in the number of parking spaces. The remaining trees will be retained, with the overgrown leylandii hedge to the south west boundary reduced in height. Objections have made note of the loss of these mature trees and the potential impact of landscaping works on nesting gulls and rabbits. The proposed soft landscaping, including replacement trees is, overall, considered appropriate to the site. The work is not considered to have any potential detrimental impact on protected species, though it is noted that any work to trees and hedges should conform to the appropriate British Standards and ensure that no nesting birds are disturbed in the course of works.
- 41 No work is proposed to the existing brick and terracotta-coped boundary wall. This wall is in the joint ownership of the owner of the site and the owners of the residential properties to Glasgow Road, to which it forms the rear boundary. It is noted in four of the objections submitted that the boundary wall to the south east of the site is unstable and in generally poor repair. Maintenance and repair of the boundary wall is considered to be a civil as opposed to a planning matter, to be resolved between the various owners. The agent has confirmed that there will be a factoring service for maintenance of the building and grounds.

Residential amenity

- 42 Objections have raised the potential impact on the amenity of neighbouring residential properties through more intensive use of the property. Previously 64 single bedrooms, the proposed 29 flats have the potential to accommodate more than 64 individuals (with a potential maximum of 89 stated within the application, based on two people per double room). This is, however, a projected maximum number, and the number of residents is much more likely to be similar to the number residing in the building when it was nurses' accommodation. This is not considered to be over-intensive use of the site.
- 43 One objection noted that the properties may be too small. The apartments vary in size from 40.8m² for a single bedroom unit, to 141.2m² for the three bedroom unit, and are considered acceptable in terms of residential amenity. The existing layout and room size is largely retained within the main building, with only minor alterations.
- 44 Overlooking of neighbouring gardens has also been raised in an objection. The existing building has, however, previously been in residential use and there are no new window openings that would affect the residential amenity of neighbouring properties.

- 45 Concerns have also been raised in relation to the potential for nuisance and noise from the shared garden ground, particularly with regard to ball games. A degree of recreational use can, however, be expected from garden ground and this is not considered to be to the detriment of residential amenity.
- 46 As the site is in an established residential area the proposed use is considered acceptable. Until the building was vacated in recent years, it has been in constant use as residential accommodation. The continuation of this use is therefore appropriate for both the building and area, and the active occupation and maintenance of the buildings protect the residential amenity and character of the place in line with policy RD1 –Residential Amenity.

Access/Traffic/Transport

- 47 No travel plan or transport assessment was required for this application. The proposed development is adjacent to Perth Royal Infirmary and in close proximity to Perth City Centre, and is therefore well served by all modes of transport (including walking, cycling and public transport), as required by Policy TA1B. 37 parking spaces are proposed to provide one space per unit and an additional 8 unallocated guest spaces.
- 48 The consultation response from transport planning stated that the development should include 29 secure and covered cycle parking spaces prior to occupation. This is not shown on the submitted site plan, and a condition is therefore attached requesting details of this.

Waste Collection

- 49 The Community Waste Adviser has recommended an informative in relation to the storage and collection of waste. The submitted site plan shows an appropriately sited communal bin storage area.

Drainage

- 50 Objections have raised concerns in relation to the increase in hardstanding for parking to the south east of the building, on raised ground in close proximity to the boundary wall. The use of porous surfacing has been specified on the submitted plans, and this should be sufficient to avoid excessive water run-off into the gardens of neighbouring properties.

Economic Impact

- 51 The site is in a relatively central location within the town and in walking distance of town centre amenities. Once occupied, the development will therefore support the local economy through spending on goods and services. A significant contribution will be made by the developer to local infrastructure and community facilities, and the development would provide a new active use for a vacant building.

Developer Contributions

- 52 The Council's Affordable Housing Policy requires that 25% of the total number of houses, above a threshold of 5 units, for which planning consent is being sought is to be in the form of affordable housing. The affordable housing requirement from this proposal is 7.25 units (29 x 0.25). The proposal does not identify any affordable units within the development, as such a commuted sum payment will be required. The commuted sum for the Perth Housing Market Area is £26,500 per unit, so the requirement in this case will be £192,125 (7.25 x £26,500).
- 53 This proposal is within the catchment of Viewlands and Oakbank Primary Schools, where a capacity constraint has been identified, as the primary school is operating, or likely to be operating following completion of the proposed development and extant planning permissions, at or above 80% of total capacity. The Council Developer Contributions Supplementary Guidance therefore requires a financial contribution towards increased primary school capacity.
- 54 The proposal contains 12 single bedroom apartments. These do not require a contribution in line with the Developer Contribution Supplementary Guidance. A contribution of £6395 will be sought from the remaining 17 units, totalling £108,715 (17 x £6395).
- 55 The change of use is unlikely to have an increased impact on the transport network and as such no contribution will be sought in terms of the Transport Infrastructure Supplementary Guidance.
- 56 The total contribution required is therefore £300,840.

LEGAL AGREEMENTS

- 57 A Section 75 legal agreement will be required for payment of developer contributions in respect of primary education provision and affordable housing.

DIRECTION BY SCOTTISH MINISTERS

- 58 Under the Town and Country Planning (Development Management Procedure (Scotland) Regulations 2008, regulations 30 – 32 there have been no directions by the Scottish Government in respect of an Environmental Impact Assessment, screening opinion, call in or notification relating to this application.

CONCLUSION AND REASONS FOR RECOMMENDATION

- 59 In conclusion, the application must be determined in accordance with the adopted Development Plan unless material considerations indicate otherwise. In this respect, the proposal is considered to comply with the adopted Perth and Kinross Council Local Development Plan 2014. I have taken account of material considerations and find none that would justify overriding the adopted

Development Plan. On that basis the application is recommended for approval subject to conditions.

RECOMMENDATION

Approve subject to the following conditions:

- 1 The proposed development must be carried out in accordance with the approved drawings and documents, unless otherwise provided for by conditions imposed on the planning permission.

Reason - To ensure that the development is carried out in accordance with the plans approved.

- 2 Prior to the commencement of the development hereby approved, a detailed site plan showing a minimum of 29 secure and covered cycle parking spaces shall be submitted for the further written approval of the Council as Planning Authority, including a timescale for implementation of the cycle parking as detailed on the plan.

Reason - in the interests of sustainable transport.

- 3 Prior to the commencement of the development hereby approved, a detailed landscaping and boundary treatment plan shall be submitted for the approval in writing by the Council as Planning Authority. The plan shall include details of any proposed hard landscaping and soft landscaping and details of the proposed 3 private gardens. The approved details shall be implemented in full to the satisfaction of the Council as Planning Authority.

Reason - In the interests of visual amenity; to ensure a satisfactory standard of local environmental quality.

B JUSTIFICATION

The proposal is considered to comply with the Development Plan and there are no other material considerations that would justify a departure there from.

C PROCEDURAL NOTES

The formal planning consent shall not be issued until such time as the required Developer Contributions have been secured. In the event that the applicant does not complete a legal agreement for its delayed payment within a 4 month period, the application will be refused.

D INFORMATIVES

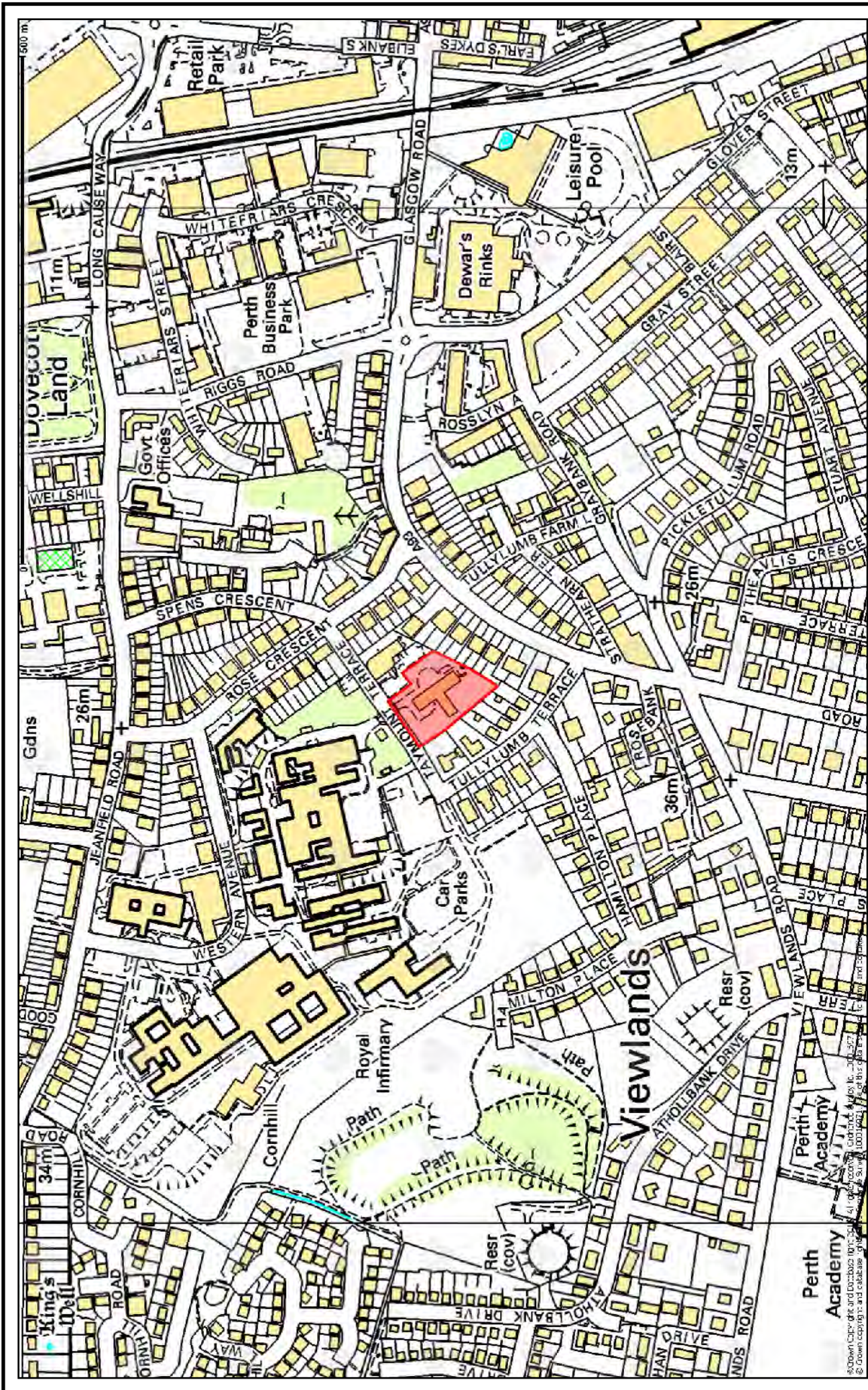
- 1 This planning permission will last only for three years from the date of this decision notice, unless the development has been started within that period. (See Section 58(1) of the Town and Country Planning (Scotland) Act 1997 (as amended).

- 2 Under Section 27A of the Town and Country Planning (Scotland) Act 1997 (as amended) the person undertaking the development is required to give the Planning Authority prior written notification of the date on which it is intended to commence the development. A failure to comply with this statutory requirement would constitute a breach of planning control under section 123(1) of that Act, which may result in enforcement action being taken.
- 3 As soon as practicable after the development is complete, the person who completes the development is obliged by Section 27B of the Town and Country Planning (Scotland) Act 1997 (as amended) to give the Planning Authority written notice of that position.
- 4 This is approval of your application 15/00346/FLL for planning permission only. It does not include any approval for your related Listed Building Consent (15/00350/LBC). You should therefore not commence work until you have received Listed Building Consent. Carrying out alterations without Listed Building Consent is an offence.
- 5 No work shall be commenced until an application for building warrant has been submitted and approved.
- 6 The proposed bin storage area should contain 5 x 1280 litre bins for general waste, 5 x 1280 litre blue lidded bins for dry mixed recyclables and 2 x 240 litre wheeled bins for food waste. The road and pavement from the bin collection point to the refuse collection vehicle must be at maximum 10 metres and a hard standing surface. It must have a level gradient and a smooth surface; use dropped kerbs where appropriate.

Background Papers: 7 letters of objection
 Contact Officer: Diane Barbary – Ext 75357
 Date: 30 June 2015

Nick Brian
Development Quality Manager

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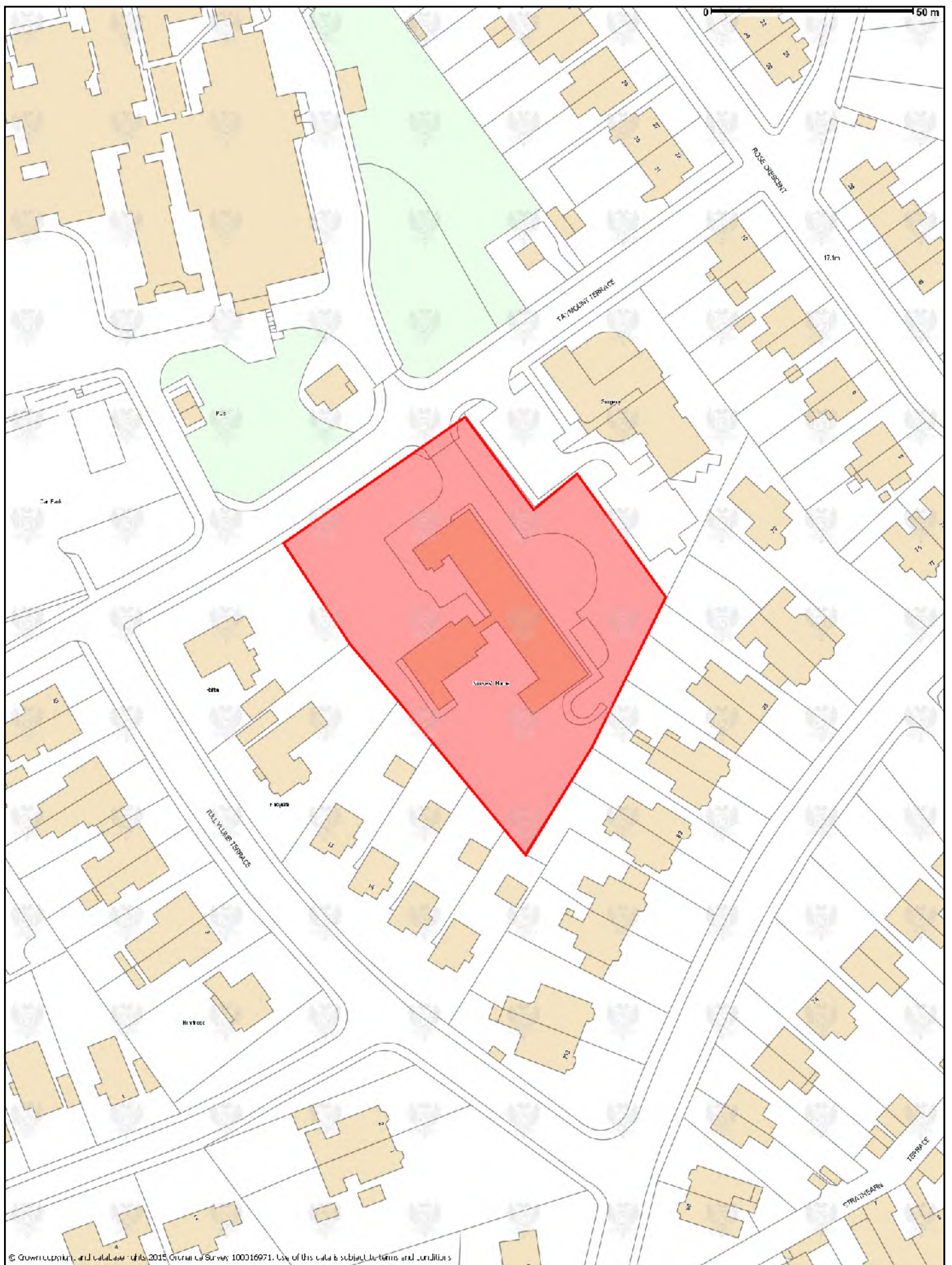
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Change of use and alterations to nurses home to form 29 flats at Site of Former Nurses Home, Taymount Terrace, Perth



Development Management Committee
Scale 1:5000

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