

REPORT TO: CITY DEVELOPMENT COMMITTEE - 8 JUNE 2009

REPORT ON: ARMITSTEAD HOUSE - SITE PLANNING BRIEF - REVIEW

REPORT BY: DIRECTOR OF PLANNING & TRANSPORTATION

REPORT NO: 282-2009

1 PURPOSE OF REPORT

- 1.1 This report advises Committee on the results of the consultation stage for the draft site planning brief for Armitstead House and seeks their approval as guidance to the owners, appropriate design teams and developers.

2 RECOMMENDATION

- 2.1 It is recommended that the Committee:
- a note the response to the consultation stage for the draft site planning brief as indicated in Appendix 1;
 - b confirm the terms of the amended site planning brief as indicated in Appendix 2;
 - c remit the Director of Planning and Transportation to issue the final approved site planning brief to client, appropriate design teams and developers; and
 - d refer the final site planning briefs to the City Development Committee as relevant material planning considerations.

3 FINANCIAL IMPLICATIONS

- 3.1 There are no financial implications for the City Council in approving this draft Site Planning Brief.

4 BACKGROUND

- 4.1 Reference is made to report 550-2008 and the decision of the Planning and Transportation Committee of 8 December 2008 when it was agreed to:
- a note the revised Site Planning Brief; and
 - b remit the Director of Planning and Transportation to consult with the local community and appropriate bodies on the content of the revised Brief and report back to Committee within three months.
- 4.2 The draft site planning brief was issued to appropriate community representatives inviting comment on the draft.
- 4.3 Of the groups and individuals receiving a consultation draft, two have responded. Appendix 1 contains a detailed response to each comment or objection.
- 4.4 The principal observations generally support the objectives of the brief; however, there is a general concern that these objectives will be eroded in the future.

4.5 Various points of detail relative to finishes, trees and enclosures are made. The brief will be clarified in respect of these.

4.6 A copy of the amended brief is attached.

5 POLICY IMPLICATIONS

5.1 This Report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty, Equality Impact Assessment and Risk Management. There are no major issues.

6 CONSULTATIONS

6.1 The Health Trust, as owners of the site and buildings, have been consulted.

6.2 The Chief Executive, Depute Chief Executive (Support Services), Depute Chief Executive (Finance), Head of Finance and Assistant Chief Executive (Community Planning) have been consulted and are in agreement with the contents of this report.

7 BACKGROUND PAPERS

7.1 Dundee City Council - Report No 29-2004 - 26 January 2004.

7.2 Dundee City Council - Report No 272-2004 - 26 April 2004.

7.3 Dundee City Council - Report No 550-2008 – 8 December 2008

7.4 Dundee City Council - Urban Design Guide.

7.5 Dundee City Council - Dundee 21 Plan for Sustainability.

7.6 Dundee City Council - Dundee Local Plan Review 2005

7.7 Scottish Executive - "Designing Places".

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8 May 2009

Dundee City Council
Tayside House
Dundee

APPENDIX 1 - LIST OF CONSULTTEES

Group	Comments	Response	Action
Broughty Ferry Community Council	We are anxious that this attractive site should be developed sympathetically.	Noted	No change
	We consider that the draft site planning brief will largely address our concerns.	Noted	No change
	We think the best option would be to revert back to its original use; continued institutional use would be more likely to further damage the original features.	Whilst housing is the most likely new use there are adequate controls over this Listed Building to protect both internal and external features.	No change
	The reuse of roof slates and stone should be maximized	Noted	The brief will be reinforced on this point.
	Some future commitment should be made to replace the cast iron gate and railings.	This would be admirable, however, this cannot be insisted upon in the brief.	No change.
	Retention of internal/ external features of the main house and lodge house should be maximised.	Noted	The brief will be reinforced on this point.
	We originally commented on the earlier version of the brief. (see below)		
	Any enabling development should not detract from the setting of the main house.	This is the purpose of the brief.	No change
	The house should not be screened when viewed from Broughty Ferry Road.	The brief suggests that this area be used for parking provision in the form of garage courts.	No change
	Development should not exceed the height of the main house.	Agreed	The brief was reinforced on this point.

	The mass of individual new buildings should be less than the house.	Agreed	The brief was reinforced on this point.
	The re-use of good quality sandstone from demolition material should be maximised.	Agreed	The brief was reinforced on this point.
	The style of the new buildings should match the existing buildings. There should be slate roofs and window design sympathetic with that of the Victorian building.	Whilst new buildings should complement the existing building it is not expected that they should be a pastiche of materials and details.	No change
	The existing cast iron railings on the listed walls should be retained.	This would be admirable, however, this cannot be insisted upon in the brief.	No change
	The missing fire clay chimney pots should be replaced.	Noted	The brief was reinforced on this point.
David Brown 8 Dundarroch Gardens	My greatest concern is the potential development of the west side of the building and the height of any town houses replacing the west extensions. This would ...directly overviewour house and garden.	Local Plan Guidelines at Appendix 1 offer standards in relation to overlooking of houses and gardens. This will overcome the perceived problem between his property and any westward extension to the existing building.	The brief will be suitably reinforced regarding Local Plan Guidelines at Appendix 1 in relation to overlooking of houses and gardens.
	I find comfort that you are taking the initiative to develop this brief.	Noted	

APPENDIX 2

ARMITSTEAD HOUSE - DRAFT SITE PLANNING BRIEF

1 BACKGROUND

- 1.1 Armitstead House has been declared surplus to the requirements of NHS Tayside and thus offers an opportunity for development. Due to the difficulties of access, services, drainage, restricted nature of the site, the presence of mature trees and listed buildings and structures in and adjacent to the site, the preparation of a site planning brief to guide future development is considered essential.
- 1.2 Dundee City Council is determined to achieve a high standard of development in this attractive part of the city, within a Conservation Area, set in a mature landscape and with a number of listed buildings within and adjacent to the site. The Council will also encourage and promote high quality, well designed and carefully laid out developments. This Site Planning Brief has been prepared to provide guidance to developers and designers.

2 LOCAL PLAN CONTEXT

2.1 2005 Dundee Local Plan Review

- a In the 2005 Dundee Local Plan Review a key objective is the enhancement of Dundee's role as a strong regional centre by means of making available a quality living environment. This will be achieved by the successful combination of factors such as location, form, quality of houses, layout, landscaping, boundary treatments, accessibility, permeability and proximity to quality facilities such as shops, schools and open space. This will be supported by a strategy of enhancing the range of and quality of housing opportunities, a balance of brownfield release and improving the choice of housing available through the encouragement of the development of houses as opposed to flats.
- b The site is referred to as H66 (Monifieth Road - Armitstead House). The site is not included within the Housing Investment Focus Area. The site is considered to be a brownfield site. In terms of detailed Policy, proposals must conform to Appendix 1 of the Local Plan Review. The Local Plan Review is a material consideration in the determination of any planning application.

3 LOCATION

- 3.1 The site stretches from Monifieth Road to the main Dundee – Aberdeen east coast railway line, between properties at Dundarroch Gardens and Seabourne Gardens. The site is located within the Reres Hill Conservation Area and is approximately 1.148 ha in area. The site slopes from north to south with a terrace at the higher level offering views over the river from that upper level.

4 OPTIONS

- 4.1 At present, a number of underused or vacant buildings occupy the site. These comprise former offices, treatment rooms, kitchens, toilet block service facilities, etc.

A dwelling house/gatehouse with gate piers and boundary wall, all listed, also occupy the site.

- 4.2 The house comprises of the early building with, to the west, a 1930's extension and a further service wing. Internally the original building contains fine plasterwork and a grand stair. Cornices and frieze work tend to have survived unscathed from the buildings "institutionalisation". However, there are some insensitive alterations and many of the doors and door pieces have been altered. The extensions are very plain internally but are of superb stone construction, belying the period in which they were built.
- 4.3 Consent will be required and justification made for the removal of any of the buildings on the site or for the removal of any of the mature landscape. As a consequence of the history of the site, it is possible that certain uses may have left some form of contamination, and it is imperative that a report is submitted indicating proposed decontamination measures. There is one electrical sub-station within the site.
- 4.4 There are five options for re-use of the building and site:
- a re-use as a clinic or nursing home;
 - b conversion to flats or townhouses; and
 - c partial conversion and partial demolition with new building in the grounds.

The brief will identify the various constraints brought about by the different uses or combination of uses and their different impacts on the surrounding dwellings.

5 COMMERCIAL USES

- 5.1 The constraints on commercial uses are similar with the exception that a change of use to a nursing home, clinic etc would not require planning consent. Planning/listed building consent would be required for demolition, additional accommodation, extensions or any internal alterations.
- 5.2 A nursing home, care home, clinic etc would require the installation of a lift, possible sub-
- 5.3 division of some rooms and the integration of others to provide modern facilities. Care should be taken to protect the principal internal spaces, particularly to the south. In terms of the access, the present arrangements work satisfactorily, however, consideration should be given to rationalising the parking layout and introducing landscaping into this area.
- 5.4 Additional accommodation for any of the above uses would be acceptable, preferably located to the west, carefully situated in relation to the main building and protect the southern aspect and the main garden.
- 5.5 The issue of access and parking requirements would be the same as for a housing development and will be considered later.

6 RESIDENTIAL USE

- 6.1 Conversion to or partial conversion/re-development for housing purposes should be considered in terms of the local plan guidance. The Local Plan identifies the site as a brownfield opportunity, therefore housing, subject to detailed consideration, would be the preferred use.
- 6.2 Within the city there is an over supply of private flats, particularly of one and two bedrooms. The Local Plan considers that this part of the city is particularly suited to town houses or detached or semi-detached houses. Where a case can be made in townscape terms for the inclusion of flats, or where site-specific circumstances demand, or where conversion of an existing building is proposed and houses are impractical then a flatted solution is acceptable. The balance of provision in the new build on the site should be in favour of houses. The brief will identify the appropriate location for flats and the balance of flats to houses.
- 6.3 In terms of Local Plan policy all houses must have a minimum of two bedrooms and 65% must have three or more bedrooms, or a minimum gross internal floor area of living accommodation of 100sqm. However, in the particular circumstances and location of this site all houses should have a minimum of three bedrooms. In terms of the Local Plan, flats, if provided, should have a minimum gross internal area of 60sqm. However, in the particular circumstances and location of this site, all flats should have a minimum gross internal area of 80sqm. Flats should be of a high standard of layout, outlook and facilities. This can be achieved by creating “stacked houses”, making use of the site levels to achieve private entries, maximising the southern aspect, providing meaningful balconies (at least 6sqm) and by providing covered, secure, exclusive car parking. The extension to the main house could be subdivided into town houses rather than flats.

7 HISTORY

- 7.1 Prior to 1930, Panmure Villa, as it was then known, was owned by James Smieton who ran the Panmure Works in Carnoustie, founded 1857, and had a reputation for providing facilities for his workforce, including a Literary Institute (1864). It seems that even at that date the building was used by Smieton for his workers.
- 7.2 In January 1930 Trustees of Lord Armitstead purchased the property, with the object of its being used as a convalescent home for children. In October 1932 the home, now known as the Armitstead Convalescent Home for Children was opened, the buildings having been remodelled and largely extended by architects Thoms & Wilkie.
- 7.3 In 1948 it became a children's home, Armitstead Children's Hospital, under the control of the Secretary of State for Scotland.
- 7.4 Lord Armitstead (1824-1915) was the grandson of a Yorkshire vicar, and his father (also George) was probably trading with Dundee from a base in Riga, where George junior was born. His nephew, also George Armitstead (1847-1912), was Mayor of Riga from 1901-1912 and was responsible for encouraging good Art Nouveau architecture in Riga.
- 7.5 There are a number of Armitstead benevolent trusts/funds disbursed locally within the city, these come from him and some from Lady Armitstead. There is a James

Armitstead Children's Home in Riga provided by money willed to Riga by George's brother, the Mayor's father.

- 7.6 This building is therefore listed not only for its architectural merit but also for its historic significance.

8 CONTEXT

- 8.1 This area is characterised by large houses set behind high walls, within mature landscapes. In many cases the houses have been converted to flats with dwellings set in the garden grounds. The over riding impression is of a grand scale and sense of enclosure and privacy. Any development must seek to recreate this character.
- 8.2 It is essential that reference be made to the Reres Hill Conservation Area Appraisal, adopted by the City Council in 2000 and the Dundee Urban Design Guide. Both are a material consideration in dealing with any application for planning consent.
- 8.3 To the north, the site abuts Monifieth Road, on the far side of which is Reres Park. Immediately opposite the entrance to Armitstead House is the entrance and gate piers of Reres Park. To the east is Seabourne Gardens, a layout of detached dwelling units in the garden of Seabourne House, which is flatted. Along the east boundary is a high stone wall. To the west are the dwellings set in the "kitchen garden" and site of the glasshouses at Armitstead House. The west boundary is low, offers virtually no privacy, the houses are extremely close to the boundary and overlook the south west part of the site. The north boundary is formed by the listed wall and gate piers with the listed gatehouse in the north east corner of the site. The south boundary is the fence line of the main east coast rail line, however, immediately north of that boundary is a substantial shelter belt of trees, although this has been significantly diminished following Railtrack's actions to reduce the risk of leaves on the line.

9 GUIDANCE

- 9.1 The principal consideration is the treatment and setting of the original house and the possibility of new development overlooking adjacent houses and gardens. Key factors are the City Council policy on Development in Garden Ground, Local Plan Guidance at Appendix 1 for New Development, Reres Hill Conservation Area Assessment and the Dundee Urban Design Guide.
- 9.2 In terms of Local Plan Review Policy 15: Development in Garden Ground, development must comply with each of the following criteria:
- a the total footprint of new buildings must not exceed one and half times the footprint of the original main house after any demolition and dountakings and should not detrimentally affect the appearance and character as now exists;
 - b the final proportion of ground covered by buildings, hardstandings, garages etc must not amount to more than 40% of the original house and garden, including the provision of garages, hardstanding etc for the original house and at least 60% cultivatable garden ground;
 - c prevailing densities in the area are respected;

- d no new building will be permitted in front of the main elevation of the original house; extensions exceeding 20% of the volume of the original building will only be acceptable if designed in such a way as to appear independent and linked discreetly to the original house, more detailed consideration on this aspect is provided in Section 10;
 - e prominent frontages and elevations of architectural character on the original house will remain largely intact; and
 - f The need to retain existing trees and landscape features may override the above criteria.
- 9.3 Particular care should be taken in respect of the proximity of existing property to the east and west of the site in respect of the Dundee Local Plan Review 2005 at Appendix 1 - Design of New Housing.

10 FORM

- 10.1 The building is in three elements, the main or original part of which must be retained.
- 10.2 The principal 1930's extension may be retained, however, should a proposal be developed which removes this part of the building then that would be acceptable. Particular care must be given to the treatment of any post demolition west elevation. The exposed gable post demolition should be built in stone reclaimed from the demolition.
- 10.3 The third element, the westmost service block whilst of quality stone is of no architectural merit and should be demolished.
- 10.4 All stone and roof slates from demolition should be carefully taken down and set aside for re-use.
- 10.5 The existing building, particularly on the south elevation and the main entrance elevation, will be kept free of new buildings with sufficient space to appreciate key features.
- 10.6 All architectural features in the key rooms of the main building should be restored.
- 10.7 The terrace to the south should be retained in its entirety.
- 10.8 No building will be permitted which detracts from the principal elevation or encroaches the main south lawn as indicated in Diagram 5.
- 10.9 The form of any new flats/dwellings to the east and west of the main building should be "stepped" reducing in height to a maximum of two storeys to the south where they would bound the lawn.
- 10.10 The new buildings must not have a wall head higher than the main elevations of the original building.
- 10.11 Any development must not be of a greater mass than the original building.

- 10.12 In the case of construction of garage courts/lock up garages, these will be located to the north east, north west and north of the main building.
- 10.13 The Tayside Police Architectural Liaison Officer must be consulted in order to achieve security by design consistent with other requirements in this brief.

11 ACCESS

- 11.1 This area is characterised by large houses set behind high walls, within mature landscapes. Any development must seek to recreate this character.
- 11.2 The site will be designed to follow the ethos of a Homezone. Access will be taken from Monifieth Road. This access should respect the formal entrance feature and in particular its relationship to the formal entrance to Reres Park. The existing access, albeit of seemingly restricted width, has successfully coped with the vehicle manoeuvres typically associated with the children's home, ie numerous movements of private cars, ambulances, service vehicles and buses delivering patients to the premises. The gate piers present a superb set piece when seen in conjunction with the gate piers of Reres Park. This relationship should be retained and respected.
- 11.3 To achieve an appropriate geometry at the entrance it may be necessary to adjust the south kerbing at Monifieth Road. This will be carried out at the expense of the developer.
- 11.4 Road standards will be appropriate for the size and likely capacity of the site, designed to ensure that traffic speeds are kept to 15-20mph and laid out to allow access by service and emergency vehicles in an appropriate location only. Roads should be reduced to a single track where only cars are permitted. All surfaces will be shared between car and pedestrian.

12 MATERIALS

- 12.1 The predominant building material within the area is coursed stone. The treatment for external elevations should be stone reclaimed from demolition. Reconstituted stone, or a render, may also be used after all reclaimed stone is used. In terms of sustainability there are a number of substantial stone buildings and walls that might be incorporated or reused.
- 12.2 The fire clay chimney pots must be reinstated on the main building.

13 LANDSCAPE

- 13.1 Existing mature trees provide relief to the vista, screening to the site from Monifieth Road and screening to the site from the site to the east. The trees should be retained as far as possible. In any event, these trees are protected by the Conservation Area status.
- 13.2 There is a belt of mature trees along the south boundary, providing a screen from the railway line. A number of trees in this area have been felled making the need for suitable protection and replacement more necessary. These trees fall outwith the Conservation Area therefore do not presently enjoy protection.

- 13.3 Both the belt of mature trees along the south boundary, and along the north boundary within the policies of Armitstead House will require a full arboricultural impact assessment to be carried out from which will be identified those trees which are to be retained and protected, felling measures, a planting plan and an arboricultural management plan. A full tree survey must be carried out and a planting plan submitted as part of any planning application.
- 13.4 Where development is permitted, new tree planting and landscaping will be required which should reflect, and where appropriate enhance, the character and stature of that already existing
- 13.5 There are other trees within the site near to the development opportunities. These trees must be protected during construction. Developers must conform to BS 5837.

14 AMENITY GARDEN AREAS

- 14.1 Whilst Appendix 1 of the Local Plan Review sets out standards for private garden space the particular characteristics of this site offer opportunities for innovative provision.
- 14.2 Development will not be allowed to encroach the south lawn (see paragraph 10.6). The south lawn can therefore make a significant contribution to amenity space, albeit not private.
- 14.3 Such "public space" must be controlled by an appropriate management/maintenance agreement in perpetuity, to the satisfaction of the planning authority. Access to this communal space must be achieved whilst securing the privacy of all habitable rooms. The existing terrace will be seen as "private space" for the main building.
- 14.4 All houses must have a private path to the street to access private gardens without going through the house.
- 14.5 Whilst the communal space will be considered to satisfy part of the amenity space provision, all units must have private enclosed space for drying areas etc.
- 14.6 The enclosure of the communal lawn will be achieved by means of a single coordinated treatment.
- 14.7 The communal space may be considered to contribute to the amenity space for any flats being provided. Each flat must have a meaningful usable balcony of at least 6 sqm. Any balconies introduced to the south or east elevations of the main building must respect the existing frontage. In this case a balcony may be less than 6 sqm.

15 PARKING

- 15.1 For residential developments, Local Plan Review Guidance (Appendix 1) requires that at least one parking space must be provided within the curtilage of each house. 40% of private houses should have a garage or space for one. An additional 30% visitor parking should be provided where on street parking is a problem. Generally, private flats should have 130% parking whereas social rented should have 100%.

- 15.2 However, in the particular circumstances and location of this site all houses should have two car spaces within the curtilage in lock up garage provision. Flats should have parking provided in garage courts. Areas of parking space are not acceptable.
- 15.3 The existing gatehouse presently only enjoys informal parking space within the general access and circulation space. Provision should be made, within the proposed layout, for parking space for this house.
- 15.4 The south terrace and steps should be retained over its full length.
- 15.5 In the case of flats, secure indoor space for bikes must be provided.
- 15.6 In the case of a nursing home, parking should be provided at a ratio of one space per six residents, plus one space to every two staff members.

16 SERVICES

- 16.1 There is an electrical sub-station within the site. The developer will require to establish whether it is still needed. It may require to be relocated, in which case care must be taken to ensure that the relocated sub-station does not cause noise nuisance to existing and future residents.

17 DRAINAGE

- 17.1 A separate drainage system is required for roof and hard surface run off from the site. A sustainable urban drainage system would be appropriate, and should seek to achieve a net reduction in roof area and hard surface. Town house gardens and parking areas laid in porous material would help to attenuate run off.

18 SUSTAINABLE WASTE RECYCLING

- 18.1 In line with Council Policy the developer should liaise with Dundee City Council regarding the incorporation of recycling provision for each property. Details of any recycling provision should be discussed with the Waste Management Department of the Council.

19 SUBMISSIONS

- 19.1 Drawings will require to be submitted, showing in axonometric form, the relationship of the proposed buildings to existing buildings, particularly to Armitstead House.

20 CONSULTATION

- 20.1 All submitted proposals will be the subject of consultation with local community representative bodies and local amenity organisations in addition to normal neighbour notification.