

**KEY INFORMATION**

Ward Law

**Proposal**

Conversion of former mill to a housing support centre with 20 single person units and additional integrated training facilities.

**Address**

Burnside Mill  
Milnes East Wynd  
Dundee  
DD1 5BA

**Applicant**

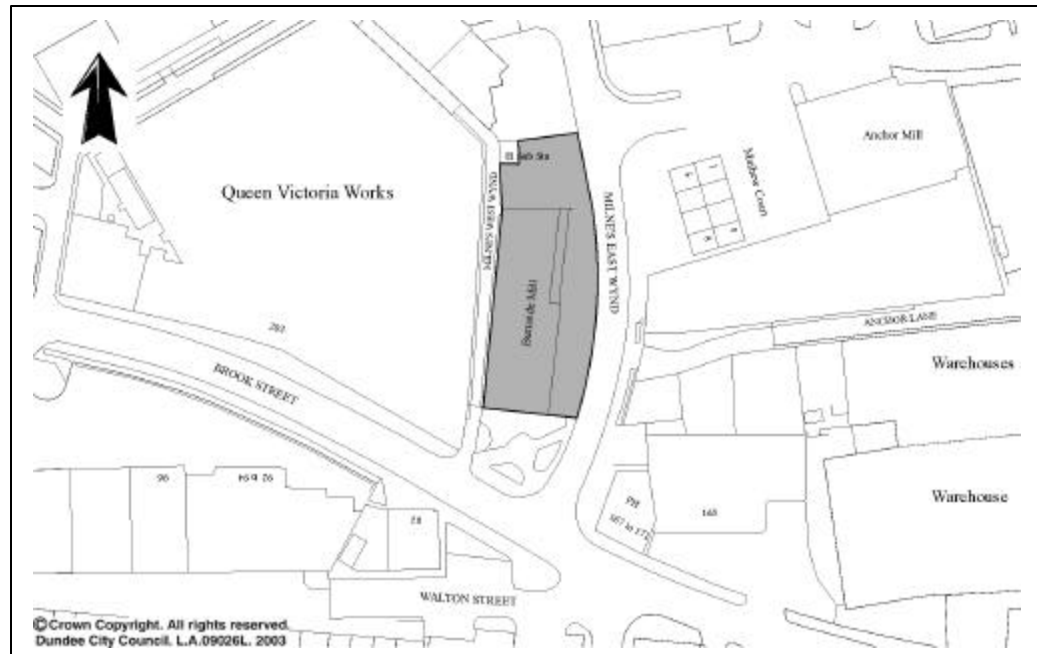
Hillcrest Housing Association  
4 South Ward Road  
Dundee

**Agent**

Baxter Clark & Paul  
24 South Tay Street  
Dundee  
DD1 1PD

Registered 18 Dec 2003

Case Officer Eve Jones



## Proposed Conversion of Former Mill into Housing Support Centre

The conversion of a former mill to a housing support centre with 20 single person units and additional integrated training facilities is **RECOMMENDED FOR APPROVAL SUBJECT TO CONDITIONS**.  
Report by Director of Planning and Transportation

**RECOMMENDATION**

The proposal does not fully comply with the relevant employment policies in the Dundee Local Plan and all of the relevant policies in the Finalised Dundee Local Plan but does comply with Conservation Area and Listed Building policies. The material considerations are sufficiently strong to support **APPROVAL** subject to conditions.

**SUMMARY OF REPORT**

- The proposal is for the change of use of the existing former mill building to provide 20 single person flats in a centre which will provide supported accommodation and training. Three workshops will be built which will provide opportunities for employment. Car parking and the formation of a landscaped garden will complete the development.
- The project forms part of the Council's Corporate Homelessness Strategy in association with Hillcrest Housing Association.
- The mill is a Listed Building which lies within the Blackness Conservation Area. The proposal does not fully comply with employment policies in the Dundee Local Plan and the Finalised Dundee Local Plan Review but does comply with policies relating to development in Conservation Areas and involving Listed Buildings.
- There were no contrary responses from consultees and no objections were received.
- Whilst the development does not fully comply with the relevant policies, the material considerations are of sufficient strength to support the granting of planning permission subject to conditions. The proposal represents the provision of supported accommodation and training for a vulnerable group in society and the beneficial renovation and reuse of a Listed Building.

## DESCRIPTION OF PROPOSAL

Planning permission is sought for the conversion of a former industrial mill building to a supported housing centre with 20 single person units and the erection of three workshop units to provide an integrated housing and training centre. The mill will have office and training rooms, parking and a new landscaped garden. The workshops will have parking and a small service yard to the side. The centre forms part of a range of facilities identified in Dundee's Homelessness Strategy 2003 - 2006.

## SITE DESCRIPTION

Three storey and attic stone built former jute mill with two storey office masked by the addition of a single storey industrial building. The area to the east of the building is hardstanding for parking and the area to the north is a open, vacant yard. The site lies on the west side of Milne's East Wynd, north of its junction with Brook Street. The Blackness Trading Precinct lies to the north and east and provides a wide variety of industrial and commercial units in a range of converted mill buildings with some later new units. Queen Victoria Works to the west is currently vacant and identified as a housing site.

## POLICY BACKGROUND

### Dundee and Angus Structure Plan 2001-2016

There are no policies relevant to the determination of this application.

### Dundee Local Plan 1998

The following policies are of relevance:

Policy EU1 - General Industrial Areas.

Policy EU1(E) - Alternative Uses for Listed Buildings.

Policy BE11 - Development in Conservation Areas.

### Dundee Urban Nature Conservation Subject Local Plan 1995

There are no policies relevant to the determination of this application

## Finalised Dundee Local Plan Review

The following policies are of relevance:

Policy 26 - General Economic Development Areas.

Policy 10 - Non Mainstream Residential Uses.

Policy 59 - Alternative Uses for Listed Buildings.

Policy 61 - Development in Conservation Areas

## Scottish Planning Policies, Planning Advice Notes and Circulars

The Memorandum of Guidance on Listed Buildings and Conservation Areas is of relevance.

## Non Statutory Statements of Council Policy

There are no non statutory Council policies relevant to the determination of this application



## LOCAL AGENDA 21

The development meets Key Theme 1 which seeks efficient use of resources as the existing building will be converted; Key Theme 5 to provide access to good food, water, shelter and fuel at a reasonable cost and Key Theme 10; access to the skills, knowledge and information needed to enable everyone to play a full part in society.

## SITE HISTORY

There is no relevant planning history.

## PUBLIC PARTICIPATION

The application was the subject of statutory Neighbour Notification and was also advertised as a development contrary to the Dundee Local Plan. No objections were received.

## CONSULTATIONS

The Forestry Officer seeks details of landscaping proposals.

## OBSERVATIONS

In accordance with the provisions of Section 25 of the Act the Committee is required to consider

- a whether the proposals are consistent with the provisions of the development plan; and if not
- b whether an exception to the provisions of the development plan is justified by other material considerations

### The Development Plan

The provisions of the development plan relevant to the determination of this application are specified in the Policy background section above

Policy EU1 - General Industrial Areas states that the establishment and retention of industrial and business uses will be encouraged. This general presumption against other uses on the periphery of such policy areas may be overcome by uses offering significant new employment. Alternatively, other uses such as residential, should be tested against the criteria in Policy EU1(E).

The proposal is not located on the periphery but is close to the boundary on Brook Street. It is a residential unit for the homeless which offers new employment opportunities as a result of the training element in the development and the associated workshops. The development does not provide significant new employment.

It is considered that the proposal does not comply with Policy EU1.

With regard to Policy EU1(E), it states that other uses within an identified EU1 area may be acceptable subject to meeting the following criteria:

- i The site should not unreasonably fragment a well defined and homogeneous industrial or

commercial area. The site is adjacent to Brook Street, relatively close to new housing being built on the south side of that street. The Blackness Trading Precinct is to the east and north. The site to the west is also within the industrial area in the Dundee Local Plan but identified for housing in the Finalised Dundee Local Plan Review. The use of the site as proposed will comply with this requirement.

- ii The site should be capable of being accessed independently and not draw significant members of the public onto industrial access roads. The site is off Milne's Wynd East close to its junction with Brook Street, there will be pedestrian access direct from Brook Street and a facility to accommodate a minibus for off-site trainees but there will be up to 20 on-site trainees within the centre.
- iii Where residential use is proposed it should form a logical extension of an existing residential area. The proposed centre is part of the proposed network of facilities to accommodate homeless persons seeking housing with training. It is relatively close to but not part of residential development and the adjacent site to the west is identified for residential use. The site is self contained, close to potential employment facilities and accessible to transportation. The site is suitable for the proposed use.
- iv The premises should have been vacant for not less than 5 years and been actively marketed for not less than 3 years. The mill is not vacant but part of it has been in use as a document and furniture store. It has not been in productive industrial use for some considerable time. The later addition is vacant but was last used by a property maintenance company.
- v The proposed change of use should not result in a shortage of land or premises for industrial or business use.

It is considered that the proposal does not comply with all of the criteria and does not therefore comply with the requirements of Policy EU1(E).

Policy EU1 together with Policy EU1(E) may be operated with additional flexibility in cases involving Listed Buildings at perceived risk in accordance with Paragraphs 2.15 - 2.20 of the Memorandum of Guidance. This issue is considered in "Material Considerations" below.

Policy BE15 - Alternative Uses for Listed Buildings encourages alternative uses where necessary to ensure the future of the building, having regard to other policies in the Plan. The alternative use proposed results in a significant upgrade of the building and an assured future.

Policy BE11 - Development in Conservation Areas. The development involves a substantial improvement to the appearance of this building and the creation of a small landscaped garden to the east which will be clearly visible from the surrounding area. This will complement and enhance the character of the area.

It is concluded from the foregoing that the proposal does not comply with all of the relevant policies of the development plan.

### Other Material Considerations

The other material considerations to be taken into account are as follows:

#### **Finalised Dundee Local Plan Review**

Policy 26 - General Economic Development Areas.

The policy supports industrial and commercial uses and states that residential development will not be permitted unless in accordance with other policies in the Plan.

Policy 10 - Non Mainstream Residential Uses.

The policy covers the provision of housing for particular groups within the City in order to ensure that the full range of living choices is available. Because of the particular requirements of different groups, it is recognised that the guidelines on the mix between houses and flats, the number of bedrooms and the provision of parking are not applicable. However, it is important that appropriate levels of parking and amenity space are provided.

The policy requires:

- a a good quality residential environment which does not adversely impact on neighbours. The development provides 20 single person, one bedroom, self contained flats with communal meeting and training facilities and office space for administrators. A landscaped garden will be located to the front of the property.
- b the site is well located to give access to local services and is accessible by public transport. The site is in the Inner City, within walking distance of the City Centre and served by public transport on Hawkhill and Lochee Road to the north and south.
- c it will not lead to an excessive concentration of non-mainstream residential uses to the detriment of the character of the area. The adjacent site is proposed for mainstream housing and there is new housing for sale relatively close by. There are no other non-mainstream uses in the vicinity.
- d appropriate car parking is available for occupants, visitors and any support staff. It is unlikely that any occupants will have private cars. Should the building be proposed to be converted to mainstream housing in the future, planning permission will be required and there will be an opportunity to seek additional car parking space.
- e appropriate amenity space is provided in a safe, sheltered, private location that is sunny for most of the day. The position of the building in relation to the remainder of the site restricts the possible location of any amenity space. A low wall and railings, with appropriate landscaping, will provide a safe, sheltered, private space without creating a walled enclosure which would be detrimental to the appearance of the building.
- f the design should reflect the scale massing and materials of adjacent buildings. The proposal is for conversion of a former mill building of which there are several similar buildings in the area.

It is considered that the proposal complies with the policy.

Policy 59 - Alternative Uses for Listed Buildings.

Policy 61 - Development in Conservation Areas

As detailed above, the development complies with the policies for redevelopment of a listed building in a Conservation Area. The proposed new workshops are functional in design and materials and are appropriate to the area and the use.

As the development accords with other policies in the Plan it can be considered that it also complies with Policy 26 - General Economic Development Areas.

As noted above, the relevant policies in the Dundee Local Plan may be operated with additional flexibility in cases involving Listed Buildings at perceived risk. Whilst the building is not at risk, it is in poor physical condition and is only partly used for short term storage. The proposed use involves a substantial improvement to the fabric of the building and converts it to a viable long term beneficial use.

The proposal does not comply fully with the requirements of the relevant employment policies as detailed above, but does comply with the criteria for development in a Conservation Area affecting a Listed Building. The mixed use of supported residential accommodation with training and potential employment facilities in the workshops will provide for a specific client group as part of the Homeless strategy. As such it is a proposal which requires a suitable location, close to services and facilities but sufficiently detached from mainstream housing provision. The material considerations in support of the proposed development are sufficient to justify the granting of planning permission contrary to the development plan.

It is therefore recommended that planning permission be granted with conditions.

### Design

The proposal involves a significant modernisation and upgrade of an existing former mill building. The modern, unsympathetic extension will be removed, revealing the original

building and retaining the adjoining office building with its attractive oriel window. The formation of a landscaped garden enclosed by railings will enhance the setting of the building.

### CONCLUSION

The proposed development brings a former mill building back to a beneficial long term use with significant upgrading of the fabric. Whilst the development does not fully comply with the relevant policies, the material considerations are of sufficient strength to support the granting of planning permission subject to conditions.

### RECOMMENDATION

It is recommended that planning permission be GRANTED subject to the following conditions:

- 1 The development hereby permitted shall be commenced within five years from the date of this permission
- 2 The former mill shall not be used for any purpose other than a purpose within Class 8 (Residential Institutions) of the Schedule to the Town and Country Planning (Use Classes)(Scotland) Order 1989 as amended or re-enacted.
- 3 The workshops and service yard shall not be operated separately from the former Mill building.
- 4 The workshops shall only be used for a purpose within Classes 4, 5 or 6 of the Schedule to the Town and Country Planning (Use Classes)(Scotland) Order 1989 as amended or re-enacted.
- 5 The car parking and vehicle manoeuvring space shall be provided prior to the first occupation of the premises and shall remain available for those uses at all times.
- 6 The amenity space shall be laid out prior to the first occupation of the premises.
- 7 Within 6 months of the first occupation of the premises, landscaping shall be carried out in accordance with a scheme which has been submitted to and approved by the City Council.

Any trees or shrubs removed, dying, being seriously damaged or becoming seriously diseased within 5 years of the date of planting shall be replaced by trees and shrubs of similar size and species to those originally required to be planted.

- 8 Details of the boundary walls and railings shall be provided prior to the commencement of development and if approved, the boundaries shall be formed in accordance with the approved details prior to the occupation of the premises.
- 9 That a footway 1.8 metres wide shall be provided on the eastern boundary of the site at the developer's expense and to a standard sufficient to enable it to be adopted by the City Council as Roads Authority.
- 10 Samples of the finishing materials proposed to be used shall be submitted to the Council for approval and if approved the development shall be carried out only in accordance with such approved samples

### Reason

- 1 To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997
- 2 The site lies within an area allocated primarily for industrial purposes and has limited parking and amenity space. The use of the building for residential use would be contrary to Council policy.
- 3 The mill has limited parking and amenity space and any future changes to the use of the building could be severely restricted if the adjoining workshop site is sold separately.
- 4 In order to ensure that the use falls within the range of uses appropriate to the area and to the adjoining training functions of the former mill.
- 5 To ensure that an adequate service and parking area is retained within the site in the interests of highway safety

- 6 In the interests of visual amenity and the appearance of the surroundings.
- 7 To ensure a satisfactory standard of appearance of the development in the interests of the visual amenities of the area
- 8 To ensure a satisfactory standard of appearance of the development in the interests of the visual amenities of the area
- 9 In the interests of highway safety
- 10 To ensure a satisfactory standard of appearance of the development in the interests of the visual amenities of the area.