

Planning Application: Report of Handling



Renfrewshire
Council

Reference No. 22/0574/PP

KEY INFORMATION

Ward: 4 – Paisley North West

Applicant: Springfield Properties PLC

Registered: 12.08.2022

Report by Head of Economy & Development

PROSPECTIVE PROPOSAL: Erection of a residential development comprising 45 flats with associated access, parking, and landscaping.

LOCATION: Site Between Abbeyfield House and Ivy Gardens, Station Road, Paisley

APPLICATION FOR: Full Planning Permission



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RECOMMENDATION

Refuse

Alasdair Morrison
Head of Economy &
Development

IDENTIFIED KEY ISSUES

- The application site is largely made up of grassed open space and is designated under Policy P1 of the Adopted Renfrewshire Local Development Plan where there is a general presumption in favour of a continuance of the built form.
- There have been 15 letters of representation.
- There have been no objections from any consultees.

REPORT OF HANDLING FOR APPLICATION 22/0574/PP

SITE ADDRESS	Site Between Abbeyfield House and Ivy Gardens, Station Road, Paisley
PROPOSAL	Erection of a residential development comprising 45 flats with associated access, parking, and landscaping.
RECOMMENDATION	Refuse

PROPOSALS	<p>This application seeks planning permission for a residential development comprising of 45 flats with associated access, parking, and landscaping on an area of open space adjacent to the roundabout junction between Station Road and Ferguslie.</p> <p>The application site extends to approx. 0.37 hectares in area. It is bound by Station Road to the west, the roundabout to the north west, Ferguslie to the north, a care home and residential properties to the east, and open space to the south. The site primarily comprises of maintained grassland, with a small pocket of shrubs along the northern boundary and a larger group of shrubs and trees in the south west corner.</p> <p>The proposed development is for 45 affordable flats specifically designed for occupation by ambulant disabled. The flatted block is positioned along the western boundary of the site. It has a flared V shaped footprint, and extends to 5 storeys in height at the north west corner (fronting the roundabout) before dropping to 4 storeys in height towards the south west corner (fronting Station Road). External materials predominantly comprise of light and dark grey facing brick with sections of metal and timber cladding. The mono pitched roof is finished in single ply membrane.</p> <p>The eastern half of the site accommodates the access, parking, and bin storage areas. Parking is developed around the existing Station Road layout, and access to the care home and residential properties will be maintained. There are 45 parking spaces proposed.</p> <p>It is noted that concern was initially raised with the applicant in October 2022 regarding the height, scale and design of the building and the potential over development of the site. It was indicated at that stage that the scale of development on John Neilson Avenue (on the opposite side of Ferguslie to the north of the site) would be more appropriate for the site.</p> <p>The applicant has advised that a reduction in height and associated loss of units would render the development unviable. On this basis the applicant sought to justify the height, scale, and design of the building via the submission of further supporting information including visuals. It is also noted that the building has been pulled back from the site edge at the south western and northern boundaries to provide greater separation between the building and the road.</p>
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	<p>This application constitutes a local development that falls within the scheme of delegation for determination by officers. However, given the type of housing accommodation proposed and the design of how this would be delivered it is considered appropriate to present the application to the Planning and Climate Change Policy Board.</p>
SITE HISTORY	<p>Application No. 01/1192/PP Description. Alterations and extensions forming care homes and provision of daycare centres. Decision. Grant, subject to conditions</p>
CONSULTATIONS	<p>Communities & Housing Services (Environmental Protection Team) – No objections subject to conditions relating to the submission of a noise impact assessment (NIA), control of noise emanating from plant and machinery, and submission of a site investigation report. It is noted that an NIA was subsequently submitted and approved subject to a condition relating to submission of a final specification for the windows.</p> <p>Chief Executive’s Service (Roads Development) – No objections subject to conditions relating to installation of a staggered crossing on Ferguslie, improvements to the splitter island on Station Road, upgrading the footway to 3m width along the frontage, improving pedestrian connectivity within the car park, and the access arrangement at the point where the entrance to the car park and the access to the properties at Weavers Gate converge.</p> <p>Childrens Services – No objections made.</p> <p>Glasgow Airport Safeguarding – No objection subject to condition relating to the submission of a Bird Hazard Management Plan, and an advisory note relating to the potential use of cranes.</p> <p>NATS – No objections.</p> <p>Scottish water – No objections.</p> <p>Informative to be added: Yes</p>
REPRESENTATIONS	<p>15 letters of representation have been received which all object to the proposed development. The points raised in the letters can be summarised as follows.</p> <p>1 – Behaviour of those occupying the development if it is for affordable housing. 2 – Parking provision. 3 – Over development of area 4 – Loss of trees, open space, and impact on wildlife 5 – Noise, disruption and dust associated with construction phase 6 – Traffic and road safety, loss of sightlines. 7 – Design is out of keeping with the area</p>

	<p>8 – Scale, height and materials are out of character with surrounding area</p> <p>9 – Impact on setting of listed building</p> <p>10 – Overshadowing and loss of daylight</p> <p>11 – Loss of privacy</p> <p>12 – Provision for refuse storage and collection</p> <p>13 – Flooding</p> <p>14 – No play area provision</p> <p>15 – Requirement for developer contributions</p>
<p>DEVELOPMENT PLAN POLICIES</p>	<p>Policy and Material Considerations</p> <p>Legislation requires planning decisions to be made in accordance with the Development Plan unless material considerations indicate otherwise. In this instance, the proposal must be assessed against the following:</p> <p>Development Plan</p> <p><u>National Planning Framework 4</u></p> <p>Policy 1 - Tackling the climate and nature crises</p> <p>Policy 2 - Climate mitigation and adaptation</p> <p>Policy 3 - Biodiversity</p> <p>Policy 4 - Natural places</p> <p>Policy 6 - Forestry, woodland and trees</p> <p>Policy 7 - Historic assets and places</p> <p>Policy 9 – Brownfield, vacant and derelict land and empty buildings</p> <p>Policy 13 - Sustainable transport</p> <p>Policy 14 - Design, quality and place</p> <p>Policy 15 - Local Living and 20 minute neighbourhoods</p> <p>Policy 16 - Quality homes</p> <p>Policy 18 - Infrastructure first</p> <p><u>Renfrewshire Local Development Plan</u></p> <p>Policy ENV2 - Natural Heritage</p> <p>Policy ENV3 - Built and Cultural Heritage</p> <p>Policy I1 - Connecting Places</p> <p>Policy I7 - Zero and Low Carbon Buildings</p> <p>Policy I8 - Developer Contributions</p> <p>Policy P1 - Renfrewshire's Places</p> <p>Policy P3 - Housing Mix and Affordable Housing</p> <p>Policy P6 - Open Space</p> <p>New Development Supplementary Guidance</p> <p>Delivering the Environment Strategy</p> <p>Delivering the Places Strategy</p> <p>Delivering the Infrastructure Strategy</p> <p>Material Considerations</p>

	Renfrewshire's Places Residential Design Guide – March 2015
PLANNING ASSESSMENT	<p>Policy P1 of the Local Development Plan (LDP) states that within uncoloured areas on the proposals maps there will be a general presumption in favour of a continuance of the built form. New development proposals within these areas should make a positive contribution to the Place and be compatible and complementary to existing uses.</p> <p>It is recognised that the site currently comprises of open space and has an amenity and recreational value on this basis. Whilst not formally designated under Policy P6, the provisions of the supplementary guidance on open space nevertheless apply. The guidance states that areas of open space not shown on the proposals' maps, including small areas of recreation and amenity space, will be protected from development unless certain criteria are satisfied.</p> <p>The proposed development is not for recreational or physical activity and will ultimately result in the loss of the area of open space. However, the specific nature of the residential development being proposed will bring public benefit via delivery of affordable accommodation which is specifically designed for occupation by ambulant disabled. There is a growing demand for this type of accommodation, and delivery complies with Policy P3 of the LDP which relates to provision of a mix of housing types and tenures.</p> <p>In terms of the net loss of open space, it is noted that there are pockets of open space to the south of the site adjacent to Station Road. Additionally, Ferguslie Gardens is approximately a 10 minute walk to the north east of the site. On this basis there is alternative provision of open space in the surrounding area, and the development will not lead to a significant net loss of open space.</p> <p>In addition to the above it is noted that the site occupies a prominent location adjacent to a busy roundabout. While the open space has amenity value, the development of the site could also contribute positively to the area by enhancing the built form around the roundabout. This approach would also align with the National Planning Framework 4 spatial principle of delivering compact urban growth.</p> <p>It is also significant to note that the Council has previously approved development on this site, namely application 01/1192/PP for development associated with the extension of the adjacent care home. For the purposes of the aforementioned application the Council viewed the site as being brownfield in nature i.e. previously developed. Previous historical development in this area is also illustrated in the supporting Design and Access Statement. Policy 9 within NPF4 seeks to promote development on brownfield land.</p> <p>Whilst the current use of the land is acknowledged, the brownfield considerations, historical past use of the site and the previous grant of</p>

planning permission are material to the assessment of any proposed development.

Taking the above into consideration, I am satisfied that on balance the proposed development of the site is acceptable in principle as it accords with the provisions of **Policy P1 and P3** of the LDP, **Policy 9** of NPF4 and the associated spatial strategy which in this instance outweigh the provisions of **Policy 4** of NPF4, **Policy P6** of the LDP and the supplementary guidance on open space.

While development of the site is considered to comply with the above policies in principle, detailed consideration as to the nature, design, scale finish of the development is required to determine whether it complies with these policies in full. Detailed consideration of the proposed development is therefore undertaken below with respect to the provisions of the New Development Supplementary Guidance and the Residential Design Guide.

These documents set out a range of considerations that form the basis of good places design. Each consideration will be assessed in turn.

Context and Character

The application site is in a prominent location fronting the roundabout junction between Ferguslie and Station Road. Ferguslie is a busy arterial route towards Paisley town centre which is approx. 1.5km to the east.

The surrounding built form is residential in nature, and characterised by a mix of building scales and designs. To the north of the site on the opposite side of Ferguslie there are three storey flats on John Neilson Avenue. To the east of the site is the two storey care home. To the south east there are residential properties on Weavers Gate which comprise of a 1.5 storey row of terraced properties which are C listed, and a three storey block of flats. To the west of the site is Ivy Gardens which predominantly comprises of two storey dwellinghouses. It is noted that the planning permission for this development also included 3 storey flats at the Station Road entrance to the site.

Access and Connectivity

The application site is sustainably located regarding proximity to amenities. The mobility of the end user of the development must be considered in this regard, and it is noted that the flats include dedicated areas for charging mobility scooters. Nearby amenities that could still be accessed include a parade of retail units on Ferguslie approx. 400m away and the ALDI on Fulbar Street approx. 600m to the west of the site, and Ferguslie Bowling Club and Ferguslie Gardens approx. 500m to the east of the site.

The site has good accessibility to public transport which runs along

Ferguslie, and provides onward connections to Paisley town centre. Accessibility would be further improved via the installation of a controlled crossing point on Ferguslie as requested by Roads Development. Upgrading of the splitter island on the Station Road arm of the roundabout would also improve pedestrian movement to the west of the site.

In view of the above it is considered that the development would support the principles of local living advocated by **Policy 15** of NPF4. Additionally, the new crossing and splitter island upgrades would enhance connectivity in accordance with **Policy 13** of NPF4 and **Policy I1** of the LDP.

The internal site layout accommodates 45 vehicle parking spaces. This level of provision is acceptable given the nature of the development. The building includes a front access which connects directly to the pedestrian network, and a rear access into the car park. Provision has been made within the layout for pedestrian movement through the car park, including retention of an existing footway.

Roads Development have asked for further detail of the delineation of space at the access to make priorities clearer. It is noted that the access point is shared with Weavers Gate. They have also asked for the footway fronting the site to be widened to 3m. These matters could be addressed via condition.

Layout and Built Form

The building is positioned in the western half of the site to provide an active frontage onto Station Road and Ferguslie. The proposed layout provides separation between the building and the existing properties to the east and north and the consented flats within Ivy Gardens to the west. The car parking in the eastern half of the site will be partially screened from external view by the building.

While the layout has been amended slightly with the building set further back from the site frontage, the landscape buffer between the building and the footway is still considered to be limited given the scale of the building. It is noted that the width of the buffer could be eroded further given the request from Roads Development to widen the footway. It is noted that the layout specifies resident garden space to the rear of the building, and that this is supplemented by outside terraced areas within the flats. However, on balance the building footprint and associated parking are dominant and appear to over develop the site.

Environment and Community

The proposal includes an indicative scheme of landscaping which will provide a setting for the building, create an attractive edge along the key frontages, and compensate for the removal of the existing tree and shrub coverage on the site. The existing vegetation is not

	<p>considered to be of exceptional value and would not require retention as part of the development.</p> <p>A detailed landscaping scheme could be requested via condition. This could include provision for a biodiversity management plan to ensure that the development delivers a biodiversity gain at the site in accordance with Policies 3 and 6 of NPF4 and Policy ENV2 of the LDP.</p> <p>The submission includes a drainage strategy which specifies drainage of surface water via a surface water sewer network to the south of the site in the vicinity of the Candren Burn and the old Ferguslie Canal. A condition could be attached to require the developer to demonstrate that the drainage strategy has been approved by Scottish Water and/or SEPA and to agree an alternative strategy if required. It is noted that Scottish Water have not objected to the number of units being proposed in terms of water supply and foul network capacity.</p> <p>There is no requirement for play provision or an education contribution given the proposed end users of the development. The proposal is not therefore considered to raise any infrastructure or developer contribution requirements with respect to Policy 18 of NPF4 and Policy 18 of the LDP.</p> <p>The Environmental Protection Team have approved the Noise Impact Assessment and have requested a condition to ensure the recommended insulation standards set out within the assessment are met.</p> <p>The applicant has submitted an energy strategy which sets out a range of proposed energy efficiency measures. A condition could be applied to ensure the building is developed in accordance with this strategy as per the requirements of Policy 17 of the LDP.</p> <p>The building has been positioned to ensure there are no detrimental impacts on neighbouring properties with regard to overlooking or overshadowing.</p> <p>There is a separation distance of at least 37m between the building and the properties on John Neilson Avenue. This ensures privacy will not be impacted. The distance is also sufficient to ensure these properties will not be overshadowed.</p> <p>To the west the consented flats at Ivy Gardens are set back from Station Road behind a car park. The separation distance is therefore in excess of 18m, and will ensure that there is no loss of privacy between the developments. The separation distance also ensures there will be no overshadowing.</p> <p>The nearest property at Weavers Gate is approx. 27m from the proposed building. This separation distance is sufficient to ensure there will be no detrimental impact on privacy. The position and</p>
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orientation of Weavers Gate to the south east of the development also ensures there will be no overshadowing, and this has been demonstrated through the sunlight analysis submitted.

The care home directly adjoins the site to the east. However, there are no windows on the elevation of the care home that is closest to the boundary. The nearest windows on the care home that directly face the proposed building are over 50m away, and this distance is sufficient to ensure no loss of privacy. The proposed building is also 21m back from the mutual boundary, and will not give rise to significant overlooking of external amenity space associated with the care home.

The sunlight analysis submitted with the application indicates that the shadow from the proposed building will start to encroach upon the boundary of the care home in the late afternoon. However, the analysis shows that the minimum standard of at least 50% of garden ground receiving at least 2 hours of sunshine on the 12th March (as set out within the BRE 209 2022 guidance on Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice) is comfortably met.

Some of the properties within Weavers Court are C listed, and any potential impact on their setting must also be considered. The properties in question are at the eastern end of Weavers Court approx. 45m from the application site boundary and are positioned behind a newer unlisted block of flats, a parking court and some trees. The setting of the listed buildings predominantly derives from the parking court area to the front of the buildings, and it is not considered that development on the application site will have a detrimental impact on this setting. The development therefore accords with **Policy 7** of NPF4 and **Policy ENV3** of the LDP in this regard.

Buildings and Design

The proposed development would provide 45 affordable flats specifically for ambulant disabled persons. **Policy 16** of NPF4 provides support in principle for homes which improve choice, and which seek to address identified gaps in provision including accessible and adaptable homes. The development complies with **Policy 16** of NPF4.

Policy 14 of NPF4 and **Policy P1** of the LDP emphasise the delivery of quality places through high standards of design. The building being proposed differs in scale and appearance to the existing built form in the area. The building is part five storey part four storey when the predominant built form in the surrounding area is a mix of two and three storey. The grey facing brick also differs from the roughcast and reconstituted stone finish at John Neilson Avenue, and the roughcast and red brick finish at Ivy Gardens.

The height of the proposed development does not reflect the surrounding area, and the associated scale is considered to constitute

overdevelopment of the site. The scale also emphasises the contrasting design and materials which do not represent a continuance of the existing built form. While the applicant indicates that the site can accommodate a 'statement building', it is considered that the height and scale being proposed is incompatible with the existing area. The proposal will have an overdominant and unsympathetic impact on the surrounding environment in this regard.

While it was noted above that development of the site could be considered acceptable in principle with regard to **Policy P1 and P3** of the LDP, **Policy 9** of NPF4 and the associated spatial strategy, compliance with these policies in full was subject to further detailed consideration of aspects such as design, scale and form. Detailed consideration has concluded that the development will have an overdominant and unsympathetic impact on the surrounding environment and does not therefore fully comply with these policies.

After detailed assessment the development is therefore considered to be contrary to **Policy 14** of NPF4, **Policy P1** of the LDP, and the Residential Design Guide which states that proposed buildings should be of similar scale and should reflect the form of adjacent properties.

The principle of development on the site is accepted. The benefits associated with the specific form of residential accommodation being proposed are also acknowledged, as is the sustainable location of the site with regard to facilitating local living. The development could also utilise the energy efficiency measures set out in the energy strategy. The site location and energy efficiency should also ensure the development aligns with policies 1 and 2 of NPF4.

However, the height and scale of the development is out of keeping with the existing built environment to the extent that it is considered that it would have a detrimental impact on the place. Impact on place is considered to be the overriding factor, and on balance it is recommended that the application is refused on this basis.

In response to the points raised in the letters of objection.

1 – This is not a material planning consideration.

2 and 6 – Roads Development have offered no objection to the development on the grounds of parking provision, traffic or safety subject to conditions.

3, 4, 7, 8, 9, 10, 11, 14, 15 – These matters have been considered in the foregoing assessment.

5 – A construction management plan could be controlled via condition to mitigate these potential issues associated with the construction phase.

12.

	13 – The application site is not within a flood risk area as identified by SEPA flood risk maps. A strategy has been proposed to manage surface water.
RECOMMENDATION	Refuse

Reason

1. The proposed development, by virtue of its height, scale and design, would have an intrusive and over-dominant impact on the character of the existing built environment and its residential amenity and would not make a positive contribution to Place. It is therefore contrary to Policy 14 of National Planning Framework 4, Policy P1 of the adopted Renfrewshire Local Development Plan, the associated New Development Supplementary Guidance, and Renfrewshire Council's Residential Design Guide.

Local Government (Access to Information) Act 1985 - Background Papers

For further information or to inspect any letters of objection and other background papers, please contact James Weir on 07483370666