

Planning Application: Report of Handling

Reference No. 22/0078/PP



Renfrewshire
Council

KEY INFORMATION

Ward: (9) Johnstone North, Kilbarchan, Howwood and Lochwinnoch

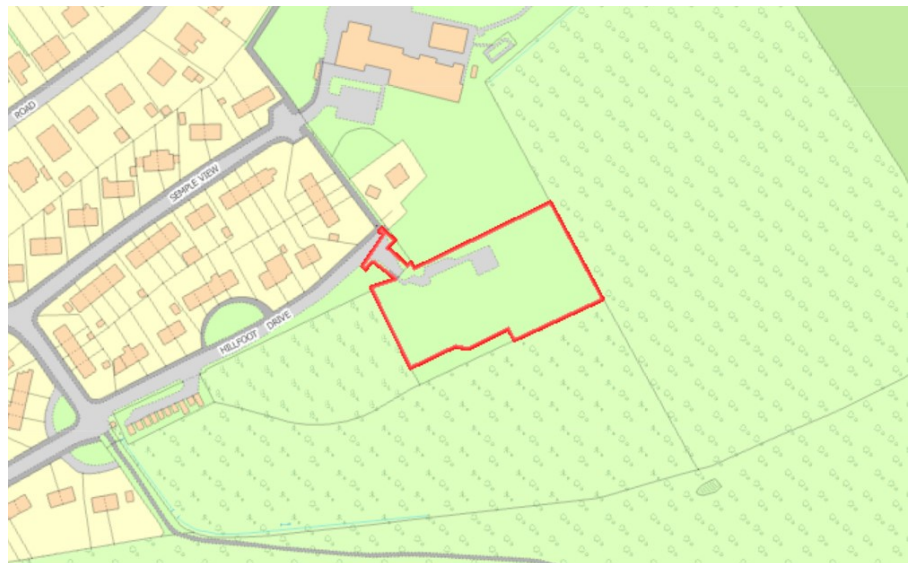
Applicant: SIM Building Group & A S Homes (Scotland) Ltd

Registered:
04 February 2022

PROSPECTIVE PROPOSAL: Erection of 10 detached dwellinghouses with associated access, parking and landscaping.

LOCATION: Former Carsewood Home, Hillfoot Drive, Howwood, Johnstone

APPLICATION FOR: Full Planning Permission



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RECOMMENDATION

Grant subject to conditions

Alasdair Morrison
Head of Economy & Development

IDENTIFIED KEY ISSUES

- The application site is identified by Policy P2 – Housing Land Supply Sites of the Adopted Renfrewshire Local Development Plan (2021).
- Six representations have been received relating to access, impact on road safety; neighbour notification; the history of the site; inaccurate plans; loss of wildlife; and requirement for such development.
- An objection has been raised by Howwood Community Council in relation to access; wildlife loss; drainage and the need for development of this type at the location.

REPORT OF HANDLING FOR APPLICATION 22/0471/PP

SITE ADDRESS	Former Carsewood Home, Hillfoot Drive, Howwood, Johnstone
PROPOSAL	Erection of 10 detached dwellinghouses with associated access, parking and landscaping.
RECOMMENDATION	Grant subject to conditions
PROPOSALS	<p>This application seeks planning permission for the erection of a residential development comprising ten detached two storey dwellinghouses with associated access, parking and landscaping, on the site of the former Carsewood Home, Hillfoot Drive, Howwood, Johnstone.</p> <p>The site is presently unoccupied and is made up of rough grass with some areas of hard surfacing adjacent to its northern boundary. It extends to approximately 1.2 acres (0.48 hectares) in area and slopes down from the site's southern boundary in a north easterly path across the site. The same access point to that used for the former home at the site's northern western corner would be used to access the site proposal.</p> <p>The application site is bound to the north by Hillfoot Drive and its associated residential properties. To the east, south and part of the western boundary, the site is bound by green belt and to the south and west by a Site of Importance for Nature Conservation (SINC) which is made up of woodland. Farmland bounds the site to the east.</p> <p>The proposed dwellings would provide ten 4-bed properties and would be positioned along the access road's southern edge which would wrap round to form a turning head adjacent to the site's eastern boundary. The topography and existing woodland that adjoins the site to the south and west largely screen the site.</p> <p>This report relates to an application that would normally fall within the Council's scheme of delegation to be determined by an appointed officer. However, a request has been submitted by three elected members, within 21 days of the application appearing on the weekly list, that the matter be removed from the scheme of delegation for determination by the Board. It was considered that the development may be inappropriate for the community and this required to be fully considered prior to any decision being made.</p>
SITE HISTORY	A children's care home was built on the site circa 1989 and demolished circa 2003. The site has remained unoccupied since then.
CONSULTATIONS	<p>Communities & Housing Services (Environmental Protection Team) – No objections, subject to conditions requiring the submission of a site investigation report, remediation strategy and verification report.</p> <p>Chief Executive's Service (Roads Development) – No objections,</p>

	<p>as long as conditions are imposed to ensure that the proposed road improvement works are carried out at the junction of Hill Road and Bowfield Road; that the site's 2m wide footway is extended from the site to connect directly in to the existing footpath on Hillfoot Drive leading to Semple View, with access to the school-house to the east provided as a footway crossing. Also that the development, turning head, parking, including visitor parking, is provided in accordance with the National Roads Development Guide.</p> <p>Howwood Community Council – Object to the proposals on the basis that the proposed development is inappropriate for the village and would bring no additional benefit to Howwood; access to the site is unsuitable, Hillfoot Drive is narrow, the hammerhead used for turning would be lost, and construction traffic and the cars generated by the additional housing would have an adverse impact on road safety; the junction at Hill Road and Bowfield Road is also unsuitable with poor visibility; the safe drop off of children to Howwood Primary School would also be adversely affected; it would be difficult for construction traffic to travel to the site from Main Street and these vehicles could cause damage to the public road; wildlife would be lost; and drainage is currently a problem in the area and this would only be added to.</p> <p>Children's Services (Education) - The potential pupil yield from this development can be accommodated within the school estate with no additional measures required.</p>
REPRESENTATIONS	<p>Six letters of objection have been received the substance of which can be summarised as follows:</p> <ul style="list-style-type: none"> ▪ The roads are very narrow on approach to the site and this is an area surrounding the local primary school. The additional traffic generated, as well as site traffic would have an adverse impact for local residents and for school pick up/drop off, walking and cycling. ▪ Access for the delivery of materials and emergency services is inadequate and unsafe. ▪ If digging is required how would the excavated materials be removed ▪ As the access is inadequate another access is required. ▪ The turning area on Hillfoot Drive would be affected. ▪ Parking in the area is already a problem and would be exacerbated. <p>Response: Following consultation with Council's Roads Team, no objections have been raised against the proposals subject to appropriate conditions. The impact of the proposal on road safety will be further examined in the assessment and conclusion section below.</p> <ul style="list-style-type: none"> ▪ The development would have an adverse impact on biodiversity

	<p>and the Council has a duty to protect wildlife.</p> <p>Response: The application site is a brownfield site that is designated for housing in the adopted local development plan. The principle of development has therefore been established. Should consent be granted an appropriate condition can be imposed to ensure that construction does not commence without the appropriate ecological wildlife checks being carried out and mitigation measures put in place should they be needed.</p> <ul style="list-style-type: none"> ▪ Drainage within the local area and at the front of the site is a problem at present. <p>Response: The applicant is aware of this matter and mitigation measures can be put in place to resolve this issue and the site formed with an appropriate sustainable drainage system. Planning conditions can be imposed to control this matter.</p> <ul style="list-style-type: none"> ▪ Neighbour notification has not been carried out properly and plans are inaccurate. <p>Response: On submission of amended plans neighbour notification was re-served.</p> <ul style="list-style-type: none"> ▪ The primary school will not be able to accommodate any further intake. <p>Response: After consultation, Children's Services has no objection to the proposed development and is satisfied that the primary school can accommodate any further demand.</p> <ul style="list-style-type: none"> ▪ An application was previously refused. <p>Response: There has been no previous planning application in relation to the site since the children's home was demolished.</p> <ul style="list-style-type: none"> ▪ Noise pollution would result. <p>Response: Following consultation with Environmental Services, no objections have been raised in relation to noise from or affecting the proposed development.</p> <ul style="list-style-type: none"> ▪ Further residential development in private ownership would not benefit the local community. <p>Response: Noted, however each application is assessed on its own merits and an assessment of the proposal is detailed below</p>
DEVELOPMENT PLAN POLICIES	<p>National Planning Framework 4 (Revised Draft – Nov 2022)</p> <p>Adopted Renfrewshire Local Development Plan 2021</p> <p>Policy P2 – Housing Land Supply</p> <p>Policy P3 – Housing Mix and affordable Housing</p> <p>Policy ENV2 – Natural Heritage</p> <p>Policy I1 - Connecting Places</p> <p>Policy I3 - Flooding and Drainage</p>

	<p>Policy 17- Zero and Low Carbon Buildings Policy 18 – Developers Contributions</p> <p>New Development Supplementary Guidance 2022 Delivering the Places Strategy Delivering the Environment Strategy Delivering the Infrastructure Strategy</p> <p>Material considerations Renfrewshire's Places Residential Design Guide</p> <p>Planning legislation requires that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. In this case the proposal requires to be considered against the policies and guidance set out above, the supporting information submitted, the comments of the consultees, any objections received and any other relevant material considerations.</p>
PLANNING ASSESSMENT	<p>The fourth National Planning Framework (NPF4) although not yet formally adopted, was approved by Scottish Ministers on 11 January 2023. It provides the long-term national spatial strategy for planning in Scotland. It sets out the Scottish Government's current view on delivering sustainable, liveable and productive places through the application of spatial principles. NPF4 is considered to be a material consideration and therefore applying these principles in practice is relevant to the consideration of each proposal and as such each application is being considered taking account of the overarching spatial principles. It is considered that the proposal complies with the overall focus of NPF4.</p> <p>The application site was previously occupied by a children's home and is currently vacant. It is identified as being a housing site within the Adopted Renfrewshire Local Development Plan 2021 under Policy P2.</p> <p>Policy P2 identifies the site as contributing to the 5-year supply of effective housing land required for Renfrewshire. It is therefore considered that the principle of residential development on the site is accepted.</p> <p>Policy P3 of the adopted Renfrewshire Local Development Plan is also applicable in the assessment of the proposal, as it seeks to ensure that on residential sites, a mix of housing types are encouraged to meet current and future housing needs and to support sustainable mixed communities.</p> <p>As the proposal is for 10 dwellings there is no requirement for affordable housing provision to be provided. It is noted that the applicant is seeking consent for ten 4-bedroom dwellings. In assessing the proposed development it is noted that residential properties nearby to the site are largely terrace and semi-detached dwellings. It is therefore considered that given the small scale nature of the development that the provision of detached 4-bedroom accommodation would be acceptable in this instance as it would</p>

	<p>widen housing choice within the local area.</p> <p>Development proposals must also comply with the requirements of the New Development Supplementary Guidance as it relates to residential developments and the associated Residential Design Guide which form the basis of good place design. The main issues of consideration in this regard are assessed as follows:</p> <p>Context and Character</p> <p>The proposed development is considered to respond to the context in which it is sited, which is characterised by a mix of house types.</p> <p>On the northern side of Hillfoot Drive there is a mix of two storey semi-detached and terraced housing and a range of boundary treatments including open space and hedgerows. The southern side of Hillfoot Road is well screened with trees and shrubs and a row of detached lockups sits back from the road at the eastern end of Hillfoot Drive.</p> <p>The site itself has been cleared. However, there are a few trees and shrubs that edge the site itself. In terms of the wider landscape the application site is well screened by the woodland adjacent to its boundaries which wraps around its western and southern edges. The site has a sloping gradient and the woodland to the south sits at a higher level which gives the site a sense of enclosure. The applicant proposes to enhance this setting with further landscaping and a planning condition is attached to control this matter.</p> <p>The dwellings proposed are of modern design, with areas of open space and planting that would edge the access road and separate the driveways of the dwellings.</p> <p>It is considered that the design and layout of the development set within a degree of existing landscaping would create an attractive development, acceptable to the surrounding area.</p> <p>Access and Connectivity</p> <p>In terms of connectivity between the development and the wider travel network. Policy 11 of the adopted Renfrewshire Local Development Plan (2021) states that development proposals require to ensure appropriate provision and accessibility. Proposals which give priority to sustainable modes of transport and have no significant impact on the safe and efficient operation of the local or trunk road network will be supported.</p> <p>Access to the site for vehicles would be from the original access point to the site at the eastern end of Hillfoot Drive. This is currently used as a turning head which would be altered to allow access to the site. The internal road within the site would then provide a new turning head at its eastern end. Pedestrian access is proposed with a new footpath from the site's internal access road that would connect into the wider footway network on the northern side of Hillfoot Drive and leading to Hill Road as well as Semple View and Howwood Primary School beyond. These links would also provide easy access to bus stops on</p>
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	<p>Midton Road and Main Street and the train station and National Cycle Route 7 beyond. The development would be formed in accordance with required standards and planning conditions can be imposed to control these matters.</p> <p>The Council's Roads Team raised concerns regarding the impact of increased traffic to the junction of Hill Road/Bowfield Road. To address these concerns the applicant proposes to provide the following improvements:</p> <ul style="list-style-type: none"> ▪ a raised table at Hill Road/Bowfield junction; ▪ reduction in carriageway width of Bowfield Road to 4.8m to reduce speeds; ▪ two new footway extensions on the southern side of Bowfield Road on either side of the junction with Hill Road to provide safe crossing points for pedestrians and cyclists; ▪ priority signage for traffic on Bowfield Road, and ▪ give way signage and improved visibility splays from Hill Road to the south west (2.5m x 80m) and north east (2.5m x 90m) along Bowfield Road; <p>The Council's Roads Team are satisfied that these improvements to the road network will effectively mitigate the developments impact. They will also alleviate existing concerns raised by residents regarding traffic speeds on Bowfield Road. Should planning consent be granted appropriate planning conditions can be imposed to control these requirements. On this basis the proposal is also considered to comply with Policy 18 as it would address the need for any developers contributions through the delivery of road improvements.</p> <p>In addition to the above measures it is recognised that should planning permission be granted there is likely to be a level of disturbance during construction and that whilst temporary, given the nearby primary school, it is considered that a Traffic Management Plan (TMP) should be submitted detailing the transportation and delivery route(s) for construction traffic and the timings, volumes and types of vehicles; arrangements for emergency vehicle access and details of proposed signage during the construction period. The TMP would be required to take into consideration the safe operation of Howwood Primary School and a planning condition is therefore attached to control this matter</p> <p>Layout and Built Form</p> <p>The proposed layout would fit well with the surrounding area. The layout respects privacy and provides sufficient garden space and areas of open space. The development provides a good level of amenity for each dwelling and the topography and woodland around the site provides an established natural setting for the site.</p> <p>Environment and Community</p> <p>There is sufficient provision of amenity and recreational open space within the development. Footpath connections would provide access to the surrounding countryside and National Cycle Route 7.</p>
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With regard to **Policy ENV2** – Natural Heritage it is noted that the application site adjoins a SINC. It is therefore considered prudent that, should planning permission be granted, the developer is required to provide a Construction Environmental Management Plan (CEMP) to ensure effective mitigation is put in place to protect the adjoining SINC, and associated wildlife/habitat. An appropriate planning condition is attached to control this matter.

Policy 13 of the adopted Renfrewshire Local Development Plan and the supplementary guidance on Flooding and Drainage requires development not to have an adverse impact on existing drainage infrastructure, increase the risk of flooding or result in the loss of land that manages flood risk. On this basis a planning condition has been attached to control this matter to ensure a sustainable urban drainage system is incorporated into the layout and that the existing ponding on Hillfoot Drive is addressed through the delivery of this scheme.

In view of the above, the proposal is considered to comply with Policy 13 and the associated supplementary guidance.

Buildings and Design

The proposed dwellings are of modern design and provide two different house types. The house elevations would comprise of facing brick and a concrete roof tile with an integral garage. A planning condition can be imposed to control the final choice of colour and facing materials to be used.

Policy 17 of the adopted Renfrewshire Local Development Plan relates to Renewable and Low Carbon Energy Developments and seeks for new developments to install technology that produces low or no amounts of carbon dioxide emissions. The applicant proposes to provide photo voltaic panels on the roofs of the dwellings to contribute towards meeting this requirement. This approach is in line with Policy 17.

Representations

Howwood Community Council have objected to the proposal and six letters of objection were also received. However, it is considered that subject to the attached planning conditions (given the above assessment) the proposed development is considered acceptable and none of the reasons raised are considered sufficient to justify refusal of this proposal.

It is considered that the impact of the development can be effectively mitigated through their application and that in turn the development may also provide an opportunity to resolve existing difficulties that objectors have raised in relation to vehicle speeds and drainage issues at the entrance to the site.

Conclusion

In summary, it is considered that the proposal would create an appropriate residential development within an area allocated for this form of development in the adopted Renfrewshire Local Development Plan (2021) and that subject to the attached planning conditions it

	<p>would comply with relevant policies within the plan and the associated Supplementary Guidance.</p> <p>In view of the above, it is recommended that planning permission is granted.</p>
RECOMMENDATION	Grant subject to conditions

Reason for Decision

The proposal accords with the provisions of the Development Plan and there were no material considerations which outweighed the presumption in favour of development according with the Development Plan.

Conditions

1. No development shall commence on site until written approval of:
 - (a) a Site Investigation report (characterising the nature and extent of any soil, water and gas contamination within the site); and, if remedial works are recommended therein
 - (b) a Remediation Strategy and Implementation Plan identifying the proposed methods for implementing all remedial recommendations contained within the site investigation report

all prepared in accordance with current authoritative technical guidance, have been submitted to and approved in writing by Renfrewshire Council as Planning Authority.

Reason: To ensure that the site will be made suitable for its proposed use.
2. That prior to the occupation of any residential unit on the site:
 - (a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy and Implementation Plan; or
 - (b) where remediation works are not required but soils are to be imported to site, a Verification Report confirming imported materials are suitable for use

shall be submitted to and approved in writing by Renfrewshire Council as Planning Authority. Verification Reports shall not be submitted on a phased basis unless first agreed in writing with the Planning Authority.

Reason: To demonstrate that works required to make the site suitable for use have been completed.
3. That, prior to the erection of any of the dwellinghouses hereby approved, a detailed schedule of the proposed external finishes for each of the dwellinghouses together with a plan and schedule of the surface treatments to be used on the roads and footpaths within the site shall be submitted for the written approval of Renfrewshire Council as Planning Authority.

Thereafter, the houses, roads and footpaths shall be constructed only in accordance with such details as may be approved to the satisfaction of Renfrewshire Council as Planning Authority.

Reason: In the interest of the amenity of the area.

4. That, prior to the commencement of the development, details of all boundary treatments and garden levels to be formed including the finished floor level of each plot shall be submitted for the written approval of Renfrewshire Council as Planning Authority. Thereafter, all ground and finished floor levels, boundary finishes, fences, hedgerows and/or walls as may be approved relating to or adjacent to each plot shall be formed prior to the occupation of the dwelling within that plot to the satisfaction of Renfrewshire Council as Planning Authority.

Reason: In the interest of the amenity of the area.

5. That no development shall take place until there has been submitted to and approved by Renfrewshire Council as Planning Authority a scheme of landscaping, which shall include details of species, planting densities, soil treatment and aftercare.

Reason: In the interest of the amenity of the area.

6. That all planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting season and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which, within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless Renfrewshire Council as Planning Authority gives written consent to any variation.

Reason: In the interest of the amenity of the area.

7. That prior to the commencement of development, details of all off-site infrastructure works, including:
 - a raised table at Hill Road/Bowfield junction;
 - reduction in carriageway width of Bowfield Road to 4.8m to reduce speeds;
 - two new footway extensions on the southern side of Bowfield Road on either side of the junction with Hill Road to provide safe crossing points for pedestrians and cyclists;
 - priority signage for traffic on Bowfield Road, and
 - give way signage and improved visibility splays from Hill Road to the south west (2.5m x 80m) and north east (2.5m x 90m) along Bowfield Road;
 - a 2m footway from the application site to connect directly to the existing footpath on Hillfoot Drive leading to Semple View, with access to the school-house to the east to be provided as a footway crossing.

shall be submitted for the written approval of Renfrewshire Council as Planning Authority. Thereafter, the development shall be implemented only in accordance with such phasing as may be agreed with Renfrewshire Council as Planning Authority, unless otherwise agreed in writing.

Reason: In the interests of pedestrian and traffic safety.

8. That prior to the commencement of development on site, the developer shall submit a detailed drainage strategy for the written approval of the Planning Authority. The strategy shall detail the capture and treatment of surface water run off before it enters the surrounding water environment. Only the approved drainage strategy shall thereafter be implemented on site. For the avoidance of doubt this scheme shall include any measures required for the effective drainage of the access to the application site.

Reason: To ensure that the site is appropriately drained.

9. That all trees adjacent to the boundary of the site shall be protected in accordance with BS 5837: 2012 Trees in Relation to Design, Demolition and Construction and BS 3998: 2010 Recommendations for Tree Work.

Reason: To ensure that works are undertaken to a satisfactory standard in the interests of natural heritage.

10. That prior to the commencement of development, the applicant shall submit for the written approval of Renfrewshire Council as Planning Authority, A Low Carbon Energy Implementation Plan which will include the final details of energy efficiency measures to be implemented at the site as well as consideration of Electric Vehicle Charging Points.

Reason: To promote and implement low carbon measures at the site.

11. That prior to the commencement of development a Traffic Management Plan (TMP) shall be submitted for the written approval of the Council as Planning Authority detailing the transportation and delivery route(s) for construction traffic and the timings, volumes and types of vehicles; arrangements for emergency vehicle access and details of proposed signage during the construction period. For the avoidance of doubt the TMP will take into consideration the safe operation of Howwood Primary School. Thereafter the approved TMP will be implemented to the satisfaction of the Council.

Reason: In the interests of traffic and pedestrian safety.

12. That during the construction phase, all works and ancillary operations which are audible outwith the site boundary shall be carried out only between the hours of 0800 and 1900 on Mondays to Fridays and between the hours of 0800 and 1300 on Saturdays. No such works shall take place on Sundays and Local Public Holidays. Works and ancillary operations which are audible outwith the site boundary shall only be permitted outwith these time periods with the prior written consent of the Planning Authority.

Reason: In the interests of residential amenity.

13. In the interests of clarification parking, including visitor parking, to serve the development hereby approved, shall be provided as per the National Roads Development Guide with parking spaces within internal garages not counting towards parking provision.

Reason: In the interests of pedestrian and traffic safety.

14. That the development site shall be constructed as per the National Roads Development Guide and be offered for adoption once completed. The turning head within the site shall also be provided as per the National Roads Development Guide for residential developments.

Reason: In the interests of pedestrian and traffic safety.

15. That prior to the commencement of development on site, the developer shall submit a detailed Construction Environmental Management Plan (CEMP) for the written approval of the Planning Authority. The CEMP shall include (but not be limited to) provisions in respect of:
- waste management
 - pollution control, monitoring, and mitigation
 - good practice in environmental and ecological protection including protected species

The approved CEMP shall thereafter be implemented on site during the construction phase.

Reason: To ensure environmental controls are in place during the construction phase in the interests of protecting the water and natural environment.

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 Gwen McCracken on 07483419705.