

Planning Application: Report of Handling

Reference No. 17/0519/PP



Renfrewshire
Council

KEY INFORMATION

Ward 9:

Johnstone North, Kilbarchan,
Howwood and Lochwinnoch

Applicant:

Turnberry Homes Limited
Great Western Business Park
18 Allerdycy Drive
Glasgow
G15 6RY

Registered: 10/07/2017

Report by Director of Communities, Housing and Planning
Services

PROSPECTIVE PROPOSAL:

ERECTION OF RESIDENTIAL DEVELOPMENT
COMPRISING 24 DWELLINGHOUSES AND 9 FLATS WITH
ASSOCIATED ACCESS ROADS, CAR PARKING AND
LANDSCAPING.

LOCATION:

40 CHURCH STREET, LOCHWINNOCH

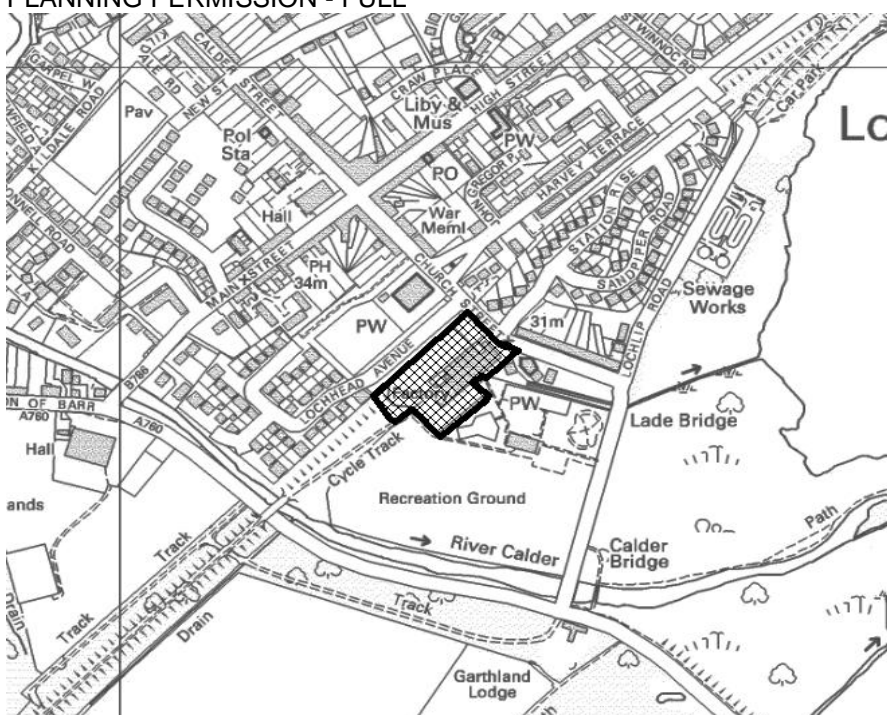
APPLICATION FOR:

PLANNING PERMISSION - FULL

RECOMMENDATION

Grant subject to conditions.

Fraser Carlin
Head of Planning and
Housing



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IDENTIFIED KEY ISSUES

- The proposals accord with the adopted Renfrewshire Local Development Plan land use designation Policy P1 'Places' and Policy ENV3 'Built Heritage'.
- There have been 37 representations, 35 against and 2 in support of the proposal as well as two petitions with 40 signatories. The points raised include conserving existing heritage, impact on adjacent listed building and conservation area, design, massing, traffic, residential amenity.
- The form, siting, design, density, external finish and layout of the proposed development are considered to be acceptable.

RENFREWSHIRE COUNCIL

COMMUNITIES, HOUSING AND PLANNING SERVICES
REPORT OF HANDLING FOR APPLICATION 17/0519/PP

APPLICANT:	Turnberry Homes Limited
SITE ADDRESS:	40 Church Street, Lochwinnoch, PA12 4JA
PROPOSAL:	Erection of residential development comprising 24 dwellinghouses and 9 flats with associated access roads, car parking and landscaping.
APPLICATION FOR:	Planning Permission-Full

DATE OF ADVERT:	20/06/2018
NUMBER OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED:	<p>Thirty seven representations have been received, with thirty five against the proposal and two in support. In addition, two petitions have been received with 40 signatories. The representations can be summarised as follows;</p> <ol style="list-style-type: none"> 1. The existing heritage should be conserved within a conservation area. 2. Removal of the former school house would affect the visual harmony of the grouping which exists with the adjacent listed buildings of Lade House and Calder Church. 3. The development, as currently proposed, would not preserve nor enhance the character and appearance of the area. 4. The development, as currently proposed, is not in sympathy with the characteristic built form of the area. 5. The scale, form, materials and detailing of the development, as currently proposed, does not respect the characteristics of adjoining buildings in the area. 6. The proposed site coverage is overly dense for the neighbourhood. 7. The amended proposals would appear to go some way in addressing concerns regarding access to Calder UF Church, but could create difficulties for parking associated with the Church at peak times. 8. There could be a heightened risk of accidents as a result of the amended access proposals. 9. The massing of block of 3 storey flats is inappropriate for this area and could lead to unacceptable overlooking. 10. The junction spacing and increase in traffic could lead to traffic and pedestrian safety problems. <p>Referring to the points of objection and issues raised with regard to the former school house which would be demolished to facilitate development of the site, the applicants have submitted substantive and detailed information in support of the</p>

	<p>concurrent application for conservation area consent to demolish the buildings onsite.</p> <p>This information has adequately demonstrated that due to the structural damage which has occurred through years of neglect, any scheme for the redevelopment of the site which required its retention/reinstatement would be financially unviable.</p> <p>The level of damage which has occurred would mean that the building would in effect require to be rebuilt and in so doing its original character and integrity would be lost.</p> <p>The cost of this reinstatement/rebuilding alone would prove an unjustifiable burden on development costs. While Historic Environment Scotland maintain their view that the school buildings make a positive contribution to the character of Lochwinnoch Conservation Area, they withdrew their objection on the basis of the structural survey and financial cost plan submitted in support of the application for demolition.</p> <p>With regard to design it is considered that new design should reflect the surrounding scale, hierarchy and massing of the existing built form and the sensitive use of appropriate colour, texture and pattern of materials, whether traditional or contemporary, and their use and detailing is crucial in making a development stand out or blend in.</p> <p>In so far as the streetscene on Church Street, it is considered that this would be enhanced with the development of this site and through the development as amended.</p> <p>Through its layout and design, the development now proposed seeks to reinforce the local identity of Lochwinnoch and enhance the distinctive character and appearance of the area.</p> <p>Some objectors have suggested that the spring on the site should be maintained for the benefit of the local community. It is understood that the spring is a natural spring which runs under and the site and can be accessed at many points outwith the application site.</p> <p>Should planning permission be granted the spring, which requires water to be pumped to the surface, will be decommissioned as there is no opportunity to have it retained within the development. It may be that there would be opportunities in the surrounding area for the local community to access this spring independently.</p>
CONSULTATIONS:	<p>Scottish Civic Trust - Object to the proposal on the basis that historic structures on the site will be lost and that no application for conservation area consent has been made.</p> <p>They consider that the application proposal does not recognise the site's historical significance and has a lack of attention to quality, place and character.</p> <p>In conclusion the Trust objects to the proposal in its original</p>

format but does not object in principle to the suitable development of the site.

Architectural Heritage Society of Scotland - Accept the principle of developing the Struthers site but object to the original proposal for the site as it neither enhances nor preserves the character or appearance of the conservation area.

Do not oppose the removal of the bulk of the factory buildings on the site but do object to the removal of the school house and note that no application for conservation area consent for its demolition has been made.

AHSS note the presence of the spring well within the site and consider that this should be preserved and incorporated into the design of the development.

Environment and Infrastructure Services (Roads/Traffic) - No objection subject to conditions to achieve appropriate visibility splays.

Environment and Infrastructure Services (Design Services) - Have requested that additional information is required to demonstrate the current condition of the lade upstream from the development site in terms of its alignment, level of flow and blockage status.

Information is also required post cessation of well abstraction to demonstrate acceptable ground water table/ground water flood risk and that the spring has been decommissioned in accordance with SEPA guidance.

Environmental Protection Section - No objection subject to conditions in respect of ground conditions.

Children Services - No objection.

Lochwinnoch Community Council – Generally welcome the new residential development, especially as it is a brownfield site in the heart of the village that has been derelict for 10 years and has become an eyesore in the streetscape.

However, it is considered that the development, as proposed, does not protect or enhance the visual amenity, setting or architectural character of Lochwinnoch Conservation Area.

It is also considered that a significant part of the proposed development fails to meet the criteria for compliance within Policy ENV3 of the Local Development Plan in relation to:

- Massing, scale and height in relation to neighbouring buildings;
- Discordant fenestration with the required conservation character of the vernacular streetscape;
- Preservation and enhancement of key views within the existing street design of the conservation village.

	<p>Issues were also raised in relation to the applicant capping and closing the underground water supply.</p> <p>Response to the points raised by the Community Council In response to the issues of concern raised by Lochwinnoch Community Council, the following should be considered:</p> <p>The applicant has revised the plans to take account of many of the issues raised by the Council, Community Council and other representations received to the initial plans.</p> <p>As outlined above, the design, layout, scale and massing has been altered to reflect the surrounding scale, hierarchy and massing of the existing built form, with a sensitive use of appropriate colour, texture and pattern of materials.</p> <p>The development as proposed should protect and reinforce the local identity of Lochwinnoch and enhance the distinctive character and appearance of the area.</p> <p>The applicant is well aware of the issues in relation to the spring and considers that there would be opportunities in the surrounding area for the local community to access this spring independently.</p> <p>It should be noted that following amendments to the original submission and renotification of the scheme, there were no additional representation received from the Community Council.</p>
PRE-APPLICATION COMMENTS:	<p>Design, layout and the enhancement of the conservation area were key to proposals.</p> <p>Roads, access and the water environment were also important considerations.</p>

ENVIRONMENTAL STATEMENT/ APPROPRIATE ASSESSMENT	N/A
DESIGN STATEMENT	This sets out the planning policy position in relation to the proposed development and outlines the general approach to siting, design, layout, scale and massing.
OTHER ASSESSMENTS	<p><u>Ground Investigation Report</u> - It is stated that the current site owners extract potable groundwater from the sand and gravel deposits beneath the site.</p> <p>This is understood to be from a standpipe/well present at the northwest corner of the existing building.</p> <p>As the groundwater beneath the site is of drinking water standard in order to protect the ongoing abstractions only a limited initial investigation using hand boring/drive in standpipes has been undertaken at this stage.</p> <p>It is recommended that a full investigation involving deeper trial</p>

	<p>pits and boreholes will be required once water production has ceased on site.</p> <p><u>Flood Risk Assessment</u> - The report states that the site is not at significant risk of flooding from surface water runoff.</p> <p>It is further stated that information on ground water levels within the site was not available at the time of assessment, however, it is known that there are springs associated with the former use of the site, which may currently discharge into the lade under the site.</p> <p>The report states that assuming that the springs discharge to the lade and water can flow to Castle Semple Loch, the site would not appear to be at significant risk from groundwater flooding.</p> <p>It considers that more information on local groundwater levels and the spring should be obtained, to show that development is not at risk from elevated groundwater levels.</p> <p>It is recommended that a CCTV survey is undertaken of the lade, to confirm its condition, line and to identify any inflows able to enter the lade from upstream and through the site.</p> <p>It is stated that there should be no development on top of the lade, unless the lade is blocked, infilled or diverted.</p>
LOCAL DEVELOPMENT PLAN POLICIES/ OTHER MATERIAL CONSIDERATIONS	<p><u>Adopted Renfrewshire Local Development Plan 2014</u> Policy P1: Renfrewshire's Places Policy ENV3: Built Heritage Policy I5: Flooding and Drainage</p> <p><u>New Development Supplementary Guidance</u> Delivering the Places Strategy: Places Development Criteria and Places Checklist Delivering the Environment Strategy: Conservation Areas; Contaminated Land Delivering the Infrastructure Strategy: Connecting Places; Flooding and Drainage</p> <p><u>Material considerations</u> Renfrewshire's Places Residential Design Guidance 2015 Historic Environment Scotland Policy Statement 2016</p>

PLANNING HISTORY	17/0520/CC – Demolition of industrial buildings. Concurrent application yet to be determined.
SITE VISITS	18/04/2018
DESCRIPTION	Planning permission is sought for the demolition of existing factory buildings and the erection of a residential development on Church Street, partially located within the conservation area of Lochwinnoch.

	<p>The site extends to approximately 0.9 hectares and comprises the former Struthers Lemonade factory.</p> <p>Existing buildings on site comprise a former traditional school house fronting onto Church street with later warehouse buildings to the rear. Struthers Lemonade operated from these premises until 2006 when their operations ceased.</p> <p>The premises have lain vacant since, however, water extraction continues from a natural spring well on the site, which will eventually cease prior to the commencement of any development on site.</p> <p>The site is relatively flat and is bounded by Church Street to the north and Lochhead Avenue to the west, which provides access to a residential area located further to the south west.</p> <p>To the east immediately adjacent to the application site is located the Grade A listed Calder United Reform Church and the Grade B listed Ladeside House.</p> <p>To the south are playing fields and a children's play park. National Cycle Route 7 bounds the site to the south and south east.</p> <p>The site is bounded to the north and south west by established residential areas with dwellings of mixed age, design and size.</p> <p>It is proposed to erect twenty four dwellinghouses and nine flats.</p> <p>Since its original submission, the proposal has been amended to reflect the location of the site partially within the conservation area and to ensure that the site frontage, and the development as a whole, could add positively to the townscape qualities of Church Street and the character and setting of the conservation area generally.</p> <p>The proposal has therefore been amended to delete a three storey generic flatted block from the site frontage and to introduce a flatted development of lower height and of a design specific to this location.</p> <p>A concurrent application, which is also under consideration at this board, seeks conservation area consent for the demolition of the School House buildings which are located on the part of the site within the Conservation Area.</p>
DESIGN AND MATERIALS	<p>The application proposal has attempted to reflect the mix of houses in terms of size, style and design paying particular attention to the portion of the site located within the conservation area and the streetscape features and character of the properties fronting onto Church street.</p> <p>In line with Renfrewshire's Places Design Guide, the layout is outward facing, with the properties along Church Street designed to take cues from the surrounding conservation area</p>

	reflecting the height, design, scale and massing of traditional buildings.
SCALE AND POSITIONING	It is considered that given the form and layout of the proposal, it is of an appropriate density that can be accommodated acceptably on the site, with limited impact to the surrounding area.
PRIVACY AND OVERLOOKING	It is considered that the separation distances between the dwellings and their orientation will ensure that the dwellings proposed do not impact unacceptably on existing properties.
DAYLIGHT AND OVERSHADOWING	Due to its location, positioning and form, the development proposed would not impact unacceptably on the levels of daylight or shadow experienced by existing dwellings.
LANDSCAPING (INCLUDING GARDEN GROUND)	<p>Appropriate separation distances are proposed as well as good levels of open space throughout the development.</p> <p>The applicant proposes a landscape scheme where tree planting and hedging will be planted along the site frontage to create a green edge to the development.</p> <p>Further landscaping is also proposed along the site boundary and enable the residential development to fit well with the surrounding area.</p>
ACCESS AND PARKING	The proposals are considered to demonstrate an acceptable layout with appropriate access, parking and pedestrian arrangements. Environment and Infrastructure Services (Roads/Traffic) is satisfied that the proposal meets the relevant parking, access and traffic requirements.
SITE CONSTRAINTS	Conservation Area.
OTHER COMMENTS	<p>The application site is identified in the Renfrewshire Local Development Plan as Policy P1 'Renfrewshires Places'.</p> <p>Policy P1 states that there will be a general presumption in favour of the continuance of the built form in these areas and considers that new developments should be compatible and complementary to existing uses and demonstrate that they would cause no significant harm as set out by the criteria in the New Development SG.</p> <p>The New Development Supplementary Guidance, Places Development Criteria, sets out a number of criteria which new residential developments are required to meet.</p> <p>In addition, Renfrewshire Places Design Guide sets out standards in relation to separation distances, layouts, parking provision and open space. Assessing the development in terms of these criteria, the following conclusions can be made.</p> <p>The proposed development comprises a total of twenty four terraced, semi - detached and detached dwellinghouses and a block of nine flats.</p>

	<p>The surrounding area is characterised by a tight street form and traditional buildings within the conservation area and a mix of house types outwith in terms of, design, size and differing plot sizes.</p> <p>The application proposal has attempted to reflect the mix of houses in terms of size, style and design paying particular attention to the portion of the site located within the conservation area and the streetscape features and character of the properties fronting onto Church street.</p> <p>In line with Renfrewshire's Places Design Guide, the layout is outward facing, with the properties along Church Street designed to take cues from the surrounding conservation area reflecting the height, design, scale and massing of traditional buildings.</p> <p>The dwellings located further into the site while maintaining a degree of formality and uniformity in layout and design have appropriate separation distances and amenity space to reflect the house type proposed.</p> <p>Located behind the main facade of the site created by the flatted dwelling and semi detached houses fronting onto Church Street, the interior of the site is mostly screened from public view but retains a layout appropriate to its location on the edge of the conservation area.</p> <p>It is considered that the separation distances between the dwellings and their orientation will ensure that the dwellings proposed do not impact unacceptably on existing properties.</p> <p>Appropriate separation distances are proposed as well as good levels of open space throughout the development. The palette of materials to be used also reflects those found in and around this area.</p> <p>It is considered that given the form and layout of the proposal, it is of an appropriate density that can be accommodated acceptably on the site, with limited impact to the surrounding area.</p> <p>The applicant proposes a landscape scheme where tree planting and hedging will be planted along the site frontage to create a green edge to the development.</p> <p>Further landscaping is also proposed along the site boundary and enable the residential development to fit well with the surrounding area.</p> <p>It is concluded therefore, that the application proposal complies with Policy P1 and the relevant criteria in the New Development Supplementary Guidance.</p> <p>Policy ENV3 of the Local Development Plan, and the New Development Supplementary Guidance on Development within Conservation Areas and Listed Buildings seek to preserve and</p>
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enhance townscape quality and requires that it is demonstrated that the proposal will enhance the visual amenity, individual settings, buildings, open space and historical architectural character of the Conservation Area.

These policies are expanded upon by Historic Environment Scotland's Guidance Notes on ' New Design in Historic Settings' which considers that the introduction of successful new buildings can enhance the historic setting, become a valued addition and contribute to a sense of place.

It considers that new interventions in historic settings do not need to look 'old' in order to create a harmonious relationship with their new surroundings but should respect the urban grain which is the pattern of streets and spaces rather than of buildings.

With regard to design it is considered that new design should consider the surrounding scale, hierarchy and massing of the existing built form and the sensitive use of appropriate colour, texture and pattern of materials, whether traditional or contemporary, and their use and detailing is crucial in making a development stand out or blend in.

In so far as the streetscene on Church Street, it is considered that this would be enhanced with the development of this site and through the development as amended.

Through its layout and design, the development now proposed seeks to reinforce the local identity of Lochwinnoch and enhance the distinctive character and appearance of the area.

In this regard, the proposal has been designed to reflect its location and context and has sought to make a positive contribution to the larger area. The dwellings proposed are set in line with the traditional frontage of Church Street and are of similar height to adjacent development.

The dwellings proposed are of contemporary design and materials and although different from surrounding dwellings, the layout, scale, mass and height is reflective of surrounding dwellings and buildings.

Materials are of high quality with a mix of render, slate and timber.

As such the development sits comfortably with its surroundings and both the listed church buildings on either side. The materials uses generally match those which are historically dominant in the area and the development has a positive impact on the existing townscape.

It fits into the grain of the conservation area by respecting its historic layout, street patterns and land form.

Given that the proposal is for residential use the unique character and general ambience of the area will be maintained.

With regard to the setting of the listed Churches on either side of the development site, the development proposed has sought to consider key vistas to, from and across these heritage assets and the prominence of these buildings in views into and through the surrounding area.

The layout and design has therefore sought to maintain important views by setting the front elevation of the development back from the site frontage, while still fostering a sense of enclosure and formality, allowing views of these important buildings from Main street and other important vistas in the surrounding area.

The proposed development due to its positioning, massing and design does not dominate these historic assets nor detract from their setting within the conservation area generally.

Indeed given the previous usage of the site and the industrial/commercial buildings associated with it, the current proposal would positively add to the character of the conservation and setting of these listed buildings.

It is concluded therefore, that the application proposal complies with the relevant policy considerations and will protect, preserve and enhance the visual amenity and character of the conservation area.

Policy I5, and the Flooding and Drainage Supplementary Guidance, set out a series of criteria which require to be considered. The applicants have, through the submission of a Flood Risk Assessment (FRA), demonstrated that the site is not at risk of flooding from surface water runoff.

However, information on ground water levels within the site were not available at the time of the assessment and a condition would be imposed on any grant of planning consent requiring the submission of reports to demonstrate that the development would not be at risk from elevated groundwater levels and CCTV information to confirm the condition and line of the lade and any inflows to it through the site. Environment and Infrastructure Services (Design Services) has stated that this information together with a drainage strategy is required prior to the commencement of development to ensure that persons occupying the developed site would not be put at risk from flooding.

In terms of the Supplementary Guidance on infrastructure design, the proposals are considered to demonstrate an acceptable layout with appropriate access, parking and pedestrian arrangements. Environment and Infrastructure Services (Roads/Traffic) is satisfied that the proposal meets the relevant parking, access and traffic requirements.

With regard to potential contamination, the Environmental Protection Section has no objection to the proposals and is satisfied that any potential contamination of the site can be satisfactorily addressed by conditions.

	<p>It is considered that the amended proposals addresses many of the points raised through objection in relation to design, layout, massing and materials.</p> <p>It is considered that the proposals are acceptable having regard to the relevant development plan policies and associated guidance. The proposals relate to a residential development scheme on a site which has lain vacant for some time and which has steadily fallen into disrepair and the application proposal represents a viable development option which should be welcomed. It is therefore recommended that planning permission be granted subject to conditions.</p>
RECOMMENDATION	GRANT subject to conditions

1 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

2 No development shall begin 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/method statement identifying the proposed methods of implementing all remedial recommendations contained with the site investigation report;

prepared in accordance with current authoritative technical guidance, has been provided by the Planning Authority.

Reason: To ensure that the site will be made suitable for its proposed use.

3 Prior to occupation of any unit within an identified phase of development:

- a) a Verification report confirming completion of the works specified within the approved Remediation Strategy for that phase of development; or
- b) if remediation works are not required but soils are to be imported to site, a Verification Report confirming imported soils are suitable for use on the site

shall be submitted to the Planning Authority and approved in writing.

Reason: To demonstrate that the works necessary to make the site suitable for use have been completed.

4 That prior to the commencement of development a Drainage Impact Assessment shall be submitted to, and approved in writing by, the Planning Authority.

Reason: To accord with the Adopted Renfrewshire Local Development Plan; and to ensure that appropriate drainage measures are incorporated into the development.

5 That prior to the commencement of any construction works, samples of all external

finishing materials shall be submitted for the written approval of the Planning Authority in respect of type, colour and texture. Thereafter only those materials which obtain written approval shall be used in the implementation of this planning permission.

Reason: In the interests of the amenity of the site and the surrounding area.

- 6 That before any development of the site commences a scheme of landscaping shall be submitted to and approved in writing by the Planning Authority ; the scheme shall include:- (a) details of any earth moulding and hard landscaping, grass seeding and turfing; (b) a scheme of tree and shrub planting, incorporating details of the number, variety and size of trees and shrubs to be planted; (c) an indication of all existing trees and hedgerows, plus details of those to be retained, and measures for their protection in the course of development, and (d) details of the phasing of these works;

Reason: In the interests of the visual amenity of the area.

- 7 That prior to the occupation of the development hereby permitted, all planting seeding, turfing and earth moulding included in the schemes of landscaping and planting detailed on the plans approved under Condition 6 above, shall be completed; and any trees, shrubs or areas of grass which die, are removed, damaged, or diseased, within 5 years of the completion of the development, shall be replaced in the next planting season with others of a similar size and species;

Reason: In the interests of amenity.

- 8 That all of the car parking, pedestrian footpaths and vehicular circulation routes and service yard areas shall be formed, hard surfaced and fully operational and available for use prior to the commencement of trading of any unit to which the particular car park, circulation route or service yard applies.

Reason: In the interests of pedestrian and traffic safety.

- 9 That prior to the commencement of development, CCTV information which demonstrates the condition, alignment, flows, blockages to the lade and that the lade is not overbuilt by buildings shall be submitted to, and approved in writing by, the Planning Authority.

Reason: To ensure that the site is not at risk from elevated ground water levels.

- 10 That prior to the commencement of development, post cessation of well abstraction site investigations to demonstrate acceptable ground water table/ground water flood risk and evidence that the spring has been decommissioned in accordance with SEPA guidance shall be submitted to, and approved in writing by, the Planning Authority.

Reason: To ensure that the site is not at risk from elevated ground water levels.

- 11 That prior to the commencement of development evidence which demonstrates that no building is proposed within 5 m of the well abstraction standpipe location, shall be submitted to, and approved in writing by, the Planning Authority.

reason: To ensure that no building is erected over the lade.

- 12 That prior to the commencement of development plans demonstrating minimum finished floor levels of 31.65m AOD shall be submitted to, and

approved in writing by, the Planning Authority.

reason: In the interests of flood mitigation.

Fraser Carlin
Head of Planning and Housing

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 Sharon Marklow on 0141 618 7835.