

Planning Application: Report of Handling

Reference No. 22/0142/PP



Renfrewshire
Council

KEY INFORMATION

Ward: (5) Paisley East and Central

Applicant:
Kelvin Properties
Lonend Ltd.
90 Mitchell Street
Glasgow
G1 3NQ

Registered:
04 March 2022

Report by Head of Economy & Development

PROSPECTIVE PROPOSAL: Demolition of existing office building and erection of sixty seven flats with associated access, landscaping, open space and parking.

LOCATION: 2 Lonend, Paisley, PA1 1SS

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 P1 of the Adopted Renfrewshire Local Development Plan (2021).
- One representation has been received raising issues in relation to neighbour notification; flooding; ground contamination; traffic flow; dust generation; and noise.
- There have been no objections from consultees.
- The proposals are considered on balance to be compliant with the relevant policies and guidance of the Local Development Plan, utilising a brownfield site for the purpose of regeneration and provision of a mixed range of housing types.

REPORT OF HANDLING FOR APPLICATION 22/0142/PP

SITE ADDRESS	2 Lonend, Paisley, PA1 1SS
PROPOSAL	Demolition of existing office building and erection of sixty seven flats with associated access, landscaping, open space and parking.
RECOMMENDATION	Grant subject to conditions

PROPOSALS	<p>Planning permission is sought for the demolition of an existing office building and the erection of sixty seven flats, at a maximum height of 5 storeys, with associated access, landscaping, open space and parking at 2 Lonend, Paisley.</p> <p>The application site extends to approximately 0.59 hectares and currently accommodates a long term vacant office building and associated car parking.</p> <p>Vehicular access to the development would be from Lonend onto Saucel Street via the existing road network. In the interests of permeability, pedestrian / cycle linkages are also proposed through the site to existing development and amenities.</p> <p>The site is bordered by flats to the north, the Watermill Hotel and White Cart to the east, Mecca Bingo to the south east, a public car park to the south and further residential development to the west.</p>
SITE HISTORY	<p>Application No: 21/1621/PN Description: Demolition of existing office and development of residential properties with associated access and landscaping Decision: Accepted</p> <p>Application No: 21/1704/EA Description: Demolition of existing office and development of residential properties with associated access and landscaping. Decision: Environmental Assessment Not Required</p> <p>Application No: 20/0362/PP Description: Demolition of existing building and erection of residential development comprising eleven dwellinghouses and thirty eight flats with associated roads, parking & infrastructure Decision: Withdrawn</p> <p>Application No: 03/0751/GD Description: Internal alterations, removal of one door and replacement window, provision of condenser compound, smokers' shelter and bicycle shed to area of soft landscape at car park.</p>

	<p>Decision: No objections.</p> <p>Application No: 03/0154/AD</p> <p>Description: Display of an internally illuminated box sign, a fascia sign, a wall panel sign and a free standing sign.</p> <p>Decision: Withdrawn</p>
CONSULTATIONS	<p>Chief Executive's Service (Roads Development) – No objections, subject to conditions.</p> <p>Communities & Housing Services (Environmental Protection Team) - No objections, subject to conditions.</p> <p>Education (Children's Services) – No objections subject to a financial contribution in respect of education provision at St. Andrews Academy.</p> <p>Glasgow Airport Safeguarding - No objections, subject to conditions.</p> <p>Scottish Water - No objections.</p> <p>West of Scotland Archaeology Service - No objections.</p> <p>SEPA – No objection.</p> <p>Network Rail – No objections.</p>
REPRESENTATIONS	<p>One letter of representation has been received which objects to the proposed development. The substance of which can be summarised as follows:</p> <ol style="list-style-type: none"> 1. Neighbour notification letters were not received timeously. 2. Concerned that flooding could be made worse as a result of this development, particularly with land raising proposed. 3. The capping layer if still proposed to address ground contamination, compounds the land raising issue. 4. If the proposal makes the situation worse, in terms of traffic flow, then what measures are going to be implemented to maintain, or preferably improve, the status quo. 5. Concerned by the dust that will be generated not only from the construction works, but from the demolition of the current building which could impact the useability of neighbouring gardens. 6. Concerned by the increased noise that will be generated from the proposed 67 dwellings when they are occupied.
DEVELOPMENT PLAN POLICIES	<p>Adopted Renfrewshire Local Development Plan (2021)</p> <p>Policy P1: Renfrewshire's Places</p> <p>Policy P3 Housing Mix and Affordable Housing</p> <p>Policy I1: Connecting Places</p> <p>Policy I3: Flooding and Drainage</p>

	<p>Policy I5: Waste Management Policy I7: Zero and Low Carbon Buildings Policy I8: Developer Contributions</p> <p>New Development Supplementary Guidance (2022) Delivering the Places Strategy and Affordable Housing Delivering the Infrastructure Strategy: Connecting Places; Provision for Waste Recycling in New Developments; and Flooding and Drainage Delivering the Environment Strategy: Noise</p> <p>Material considerations Renfrewshire's Places Residential Design Guide March 2015</p>
PLANNING ASSESSMENT	<p>The application site is covered by Policy P1 of the Adopted Renfrewshire Local Development Plan which notes a general presumption in favour of a continuance of the existing built form. Any proposal requires to be compatible and complementary to the existing uses and character. In this regard, the proposed residential development, can be considered, in principle to be capable of positive consideration given the nature of the neighbouring uses and the existing character of the area.</p> <p>In addition, it is considered that the proposed redevelopment of the site will result in a long-term vacant brownfield site being returned to an active and beneficial use.</p> <p>It is considered the detailed design, layout and access arrangements, of the proposal requires to be assessed against the approved guidance set out in: Designing Streets, the Council's Residential Design Guidance; Policies P1, P3 I1, I3, I5, I7 and I8 of the Adopted Local Development Plan and the associated New Development Supplementary Guidance.</p> <p>Policy P3 – Housing Mix and Affordable Housing, set out in the Adopted Renfrewshire Local Development Plan (2021) is also applicable to the assessment of the proposals, as it seeks to ensure that on residential sites, a mix of housing types are encouraged to meet current and future housing needs and support sustainable mixed communities in Renfrewshire.</p> <p>In this regard, the applicant has provided an additional statement in relation to the proposal being in compliance with Policy P3.</p> <p>The intention of Policy P3 – Housing Mix and Affordable Housing is for the applicant to demonstrate that the housing proposed in the submission meets the terms of Policy P3, in placemaking terms, not just housing numbers.</p>

	<p>In line with Scottish Planning Policy and the Adopted Renfrewshire Local Development Plan, affordable housing provision can be across a range of tenures including low cost housing without subsidy.</p> <p>In this case the applicant has advised that they have no capacity financially to deliver the redevelopment of the site and offer any provision of affordable housing within the scheme.</p> <p>In this regard and in considering this position, an independent review has been undertaken of the applicant's overall costings for the site and its redevelopment. This assessment concludes that based on a 100% private housing scheme whereby there was no requirement for affordable housing provision, due to the significant abnormal development costs associated with the site, a profit margin of 6.5% would be returned. This would be significantly below the typical 20% threshold that a developer would seek to bring a site forward. The level of abnormal costs would also not have been known at the time of purchase.</p> <p>Whilst this position would see the development as contrary to the provisions of Policy P3, having considered the findings of this report and analysis and taking into consideration the prominence of this site as a gateway to the town centre, which is presently long term vacant, a decision must be taken as to whether the redevelopment of the site, without an affordable housing provision, as suggested, would be the most appropriate solution in this instance to ensure the longer term redevelopment of the area. It should be noted that a previous application for the redevelopment of this site was withdrawn recently following a long period of consideration due to development restrictions and the current application seeks to provide an alternative, deliverable scheme if this approach can be considered acceptable.</p> <p>The type of housing proposed on this site would add to the overall housing mix in the area and there is considered to be a range and choice of homes, types and tenures in and around this immediate area and in the Renfrew Housing Market as a whole.</p> <p>In summary, taking all considerations above into account, it is felt that the proposed development can be considered in a positive manner, in this instance, as it would bring a long term derelict site into an active and beneficial use and would meet the wider principles of the Local Development Plan.</p> <p>On such sites, which are considered to be acceptable in principle, the development requires to be assessed in detail considering layout, design and other aspects of the proposals against the criteria for implementing the Spatial Strategy of the Development Plan and the Council's New Development Supplementary Guidance.</p>
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This assessment is as follows:

1) Residential Amenity

The proposal adopts the general 'place' qualities set out in the Supplementary Guidance and within Designing Places and the Council's own Residential Design Guidance in that the layout creates a development which provides an enhancement of the area whilst creating a development which is respectful of the wider established land uses.

The proposal sets out a residential layout which respects privacy, provides a reasonable outlook, with appropriate amenity space achieving a good and well considered development pattern for the site.

The proposal complies with the Renfrewshire Local Development Plan Policy P1, the associated Supplementary Guidance and the Places Checklist in that the development would adequately respond to the surrounding areas, by achieving appropriate residential frontage and streetscape as well as a well connected network of pedestrian and cycle links.

2) Streets and Surface Finishes

Designing Streets requires developers to consider the creation of successful places and streets over the movement of the car, which this layout has incorporated.

Traffic calming measures including varying road widths and changes in road material have been demonstrated.

These would aid to reduce driver speed and create a safe residential environment.

Overall, the proposals put forward are to the satisfaction of Roads Development in this regard.

3) Road/Cycle/Pedestrian Network and access to Amenity Spaces

Pedestrian and cycle links are integral to the layout and would provide a permeable layout for pedestrians and cyclists to the town centre and local facilities.

The site would also offer acceptable routes to local schools.

These routes would be adequately overlooked as per the requirement of the Places Development Criteria set out in the Supplementary Guidance.

	<p>Access to the site for vehicles would be taken from Saucel Street, as per the existing road network layout, in the interests of sustainability.</p> <p>Whilst parking provision would be below the minimum requirements, given the town centre location and proximity to public transport options as well as local public car parks, this is considered acceptable on this occasion, and has been agreed with Roads Development for these reasons.</p> <p><i>4) Design, Plot Configuration and Finishing Materials</i></p> <p>At the site frontage on Lonend and along the extended access road internally within the site, properties adequately address the road network.</p> <p>In terms of density and form, the units proposed vary from three storey to four/five storey (flats), within an area of mixed development types.</p> <p>Given the spacing proposed between the unit blocks it is not considered that the variance in building heights would have a detrimental impact on the amenity of any existing or proposed residential dwelling within the area, in accordance with the provisions of Designing Streets.</p> <p>Finishing materials also respect existing built form surrounding the application site, reflecting the modern development adjacent as well as the colours and tones of the more historic buildings in the wider vicinity.</p> <p><i>5) Boundaries and Open Space</i></p> <p>The development benefits from an existing large area of open space at Saucelhill Park to the south west, with a private Locally Equipped Play Area also proposed within the development to the north east for residents of the development itself.</p> <p>Active frontages would address small landscaping pockets within the development itself also.</p> <p>Soft (hedging & shrubbery) boundary treatments are to feature within the development, with fencing locations to create definition.</p> <p><i>6) Landscaping</i></p> <p>The planting specification contained within the landscaping proposals for the site are considered acceptable in ensuring an appropriate level of residential amenity and sense of place.</p> <p><i>7) Water Management and Site Levels</i></p>
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	<p>The drawings and documentation submitted adequately address the requirements for drainage and sewerage provision at the site, to the satisfaction of SEPA.</p> <p>Site levels existing and proposed would not give rise to any concerns in terms of residential amenity, in accordance with the requirements of Policy I3.</p> <p>Policy I5: Waste Management – Appropriate waste management solutions have been proposed internally within the overall development layout.</p> <p>With regard to Policy I7, the applicant has demonstrated through their Energy Statement submission that the development not only meets the 15% CO2 reduction through installation of Low or Zero Carbon Generating Technologies but exceeds it on average by 8.1%. To achieve the sustainability and carbon reduction requirements as outlined in the current legislation additional Solar PV Panels are proposed to further ensure compliance with the requirements of Policy I7.</p> <p>In addition to the above, the proposed development requires to be assessed against Policy P3 and Policy I8 of the Adopted Local Development Plan.</p> <p>Policy P3 seeks to ensure that development proposals provide a mix of housing types and tenures to meet current and future housing needs and support sustainable mixed communities.</p> <p>In addition, Policy I8 relating to Developer Contributions is of relevance and as previously noted Education (Children's Services) have advised that a financial contribution towards education provision at St. Andrew's Academy is required.</p> <p>Taking account of policies P3 and I8, in this case the applicant has advised that there are significant viability issues which impact on their ability to develop the site and provide the required level of affordable housing and a financial contribution towards education provision at St. Andrews Academy.</p> <p>The applicant has advised that they are not in a position to provide any affordable housing and are not able to provide a financial contribution in respect of education.</p> <p>In this regard the applicant has submitted a viability assessment. The applicant's viability assessment has been assessed by an independent consultant to assist in verifying the information submitted.</p> <p>The independent consultant has advised that they have considered</p>
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	<p>the overall viability and profitability of the proposed development and the impact of incorporating affordable housing and a financial contribution in respect of education. The assessment has taken account of all costs including those associated with the purchase of the site, demolition and construction, abnormal costs and contingencies. In addition, new build comparables within the local area have been reviewed in order to consider sales potential and expectations.</p> <p>The independent consultant has carried out an appraisal based on the site coming forward with 100% private sale housing and no education contribution as well as an appraisal based on the delivery of 25% affordable housing on site and the required education contribution (albeit it is accepted that the affordable housing provision is likely to be less than 25% as a result of the housing submarket area).</p> <p>In both scenarios outlined above, the result of the respective appraisals conclude that the proposed development would result in a profit margin which is significantly below the minimum 20% which is normally required by developers. The profit margins in question are calculated at 6.5% and 3.04% respectively.</p> <p>In light of the above, it is accepted that the development of the site both with and without the required affordable housing provision and education contribution is not considered to be viable at this point. The applicant has indicated that should consent be granted a reduced profit margin together with some value engineering would be required in order to allow the development to proceed.</p> <p>In all regards, taking account of the affordable housing requirement and the developer contribution in respect of education, the assessment and conclusions made by the independent consultant, it is considered that the proposed development is not compliant with Policies P3 and I8 of the Adopted Local Development Plan.</p> <p>Notwithstanding the above, it is accepted that the application site is a long term vacant and derelict site located on the edge of Paisley Town Centre. The site is considered to be a key route into Paisley and as such the proposed development offers the opportunity for the redevelopment of a long-term vacant brownfield site and return it to an active and beneficial use. In addition, the proposed redevelopment of the site will assist in helping to enhance the wider amenity and place in this key site in Paisley.</p> <p>The proposed development also requires to be considered with regard to all relevant policies of the Adopted Local Development Plan 2021 and all relevant material considerations.</p>
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	<p>In this instance, given the proposed development is capable of positive consideration against all relevant LDP policies, with the exception of Policies P3 and I8, and recognising the viability issues affecting the site and indeed the opportunity for a long term vacant and derelict brownfield site, located on a key route into Paisley, to be returned to an active and beneficial use, in this instance and on balance, it is considered that the proposed development can be viewed in a positive manner.</p> <p>In response to the comments raised by the objector above, it is understood that neighbour notification letters were received and the opportunity to make representations was extended to allow for any possible delays encountered.</p> <p>With regard to levels and the potential for flooding, the proposed external development levels will generally remain as the current site levels with the exception of the building finished floor levels, which have been raised to reflect the recommendations within the Flood Risk Assessment Report. The FRA report confirms that the new building slightly encroaches onto the 1 in 200-year functional floodplain at the northeast corner with minimal impact, and SEPA have raised no objections to the overall development in terms of flood risk.</p> <p>No requirement for a capping layer to address contamination at this stage. However, in the event a capping layer was required, this will not impact on the development levels. The ground levels would be reduced, and a capping layer added to reflect site requirements, therefore, no land raising required or proposed in this respect.</p> <p>Roads are satisfied with the overall layout of the development, subject to conditions.</p> <p>In terms of nuisance from noise and dust, appropriate planning conditions have been attached to control these matters should consent be approved.</p> <p><u>Recommendation and reasons for decision</u></p> <p>In light of the above assessment, the proposals, whilst not in accordance with all relevant policies of the Adopted Local Development Plan, the proposed development is considered on balance to offer a significant enhancement to the area which would return an edge of centre, long term brownfield site to an active and beneficial use and is considered to meet the principles of the LDP and on balance can be supported. In all regards it is therefore recommended that planning permission be granted subject to conditions.</p>
RECOMMENDATION	Grant subject to conditions

Reason for Decision

The proposal is considered to meet the principles of the Local Development Plan and although not in accordance with all relevant policies, it is considered that the viability of the site is a material consideration. In this regard it is considered, on balance, that the proposed development would return an edge of centre, long term brownfield site to an active and beneficial use.

Conditions

1. That before development starts, full details of the design and location of all fences and walls to be erected on the site shall be submitted to, and approved in writing by, the Planning Authority.

Reason: These details have not been submitted.

2. That before any of the flats situated on a site upon which a fence is to be erected is occupied, the fence, or wall, for which the permission of the Planning Authority has been obtained under the terms of conditions 1 above, shall be erected.

Reason: To safeguard the amenity of future residents.

3. That no development shall take place until full details of soft and water landscaping works have been submitted to and approved in writing by the Planning Authority, details must comply with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping & Building Design' (available at www.aoa.org.uk/publications/safeguarding.asp). These details shall include the species, number and spacing of trees and shrubs. No subsequent alterations to the approved landscaping scheme are to take place unless submitted to and approved in writing by the Planning Authority in consultation with Glasgow Airport. The scheme shall be implemented as approved.

Reason: To avoid endangering the safe movement of aircraft and the operation of Glasgow Airport through the attraction of birds and an increase in the bird hazard risk of the application site.

4. That prior to occupation of the last dwellinghouse/flat within the development hereby permitted, all planting, seeding, turfing and earth moulding included in the scheme of landscaping and planting, hereby approved, 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.

5. Prior to commencement of any construction works on site, the developer shall submit for the written approval of the Planning Authority, full details of the bin stores proposed within the development hereby approved and their location. Thereafter, the bin stores erected shall be in accordance with the detail finally approved.

Reason: In the interests of visual and residential amenity.

6. Prior to the commencement of any construction works on site, the developer shall submit for the written approval of the Planning Authority:-

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 prepared in accordance with current authoritative technical guidance.

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

7. Prior to occupation of any residential unit hereby approved, the developer shall submit for the written approval of the Planning Authority:-

a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy and Implementation Plan; and/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.

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

8. Prior to the commencement of any construction works on site, the developer shall submit a revised Noise Impact Assessment for the written approval of the Planning Authority. Thereafter any mitigation required shall be implemented to the satisfaction of the Council as Planning Authority before any of the flats are occupied.

Reason: In the interests of residential amenity.

9. Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Planning Authority in consultation with Glasgow Airport. The submitted plan shall include details of management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design'. The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall remain in force for the life of the development. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Planning Authority in consultation with Glasgow Airport.

Reason: It is necessary to manage the development in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Glasgow Airport.

10. Prior to occupation of the final unit fronting Lonend, the footways fronting the development shall be resurfaced to the satisfaction of the Council as Roads

Authority.

Reason: In the interests of amenity and pedestrian safety.

11. Prior to the commencement of any development works on site, the applicant shall submit for the written approval of Renfrewshire Council as Planning Authority, a Construction Traffic and Environmental Management Plan. For the avoidance of doubt, this plan shall demonstrate how, during demolition and build phase, there will be no detrimental impact on the environment such as through dust or the local transport network through congestion.

Reason: In the interests of traffic and pedestrian safety.

12. Prior to occupation of the first dwelling within Block A of the development hereby approved, the developer shall complete for use, the provision of the LEAP area in accordance with the detail approved. Maintenance of the play area shall be in accordance with a scheme to be agreed between the developer and the individual occupiers of the development or a factor appointed to act on their behalf.

Reason: In the interests of residential amenity.

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.