

Planning Application: Report of Handling

Application No. 17/0666/PP



Renfrewshire
Council

KEY INFORMATION

Ward

1 Renfrew North and
Braehead

Applicant

Braehead Glasgow Ltd
40 Broadway
London
SW1H 0BU

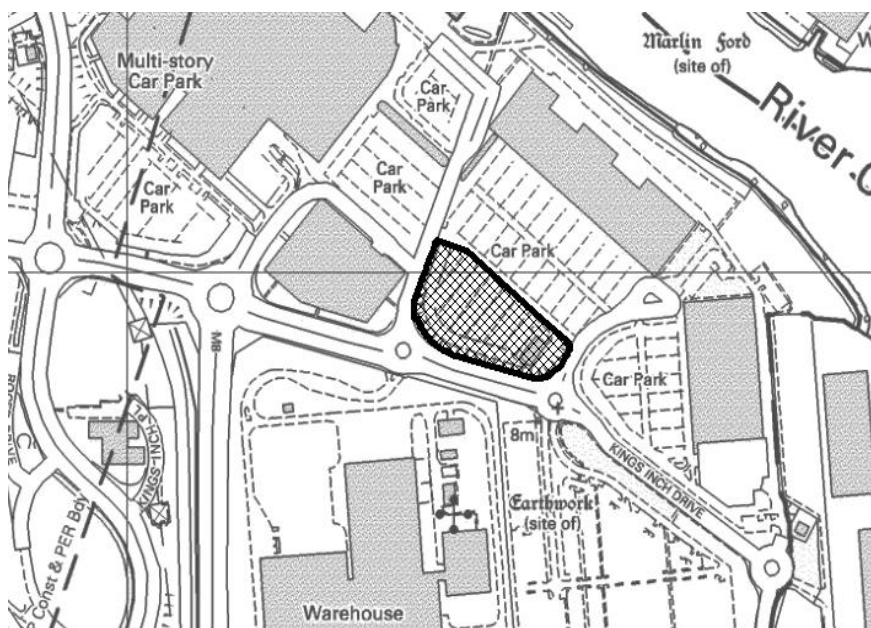
Registered: 08/09/2017

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF (NON-FOOD) RETAIL DEVELOPMENT COMPRISING THREE UNITS, SPRINKLER TANK, SUB-STATION AND PUMP ROOM, WITH ASSOCIATED PARKING, ACCESS, LANDSCAPING AND PUBLIC REALM.

LOCATION: BRAEHEAD RETAIL PARK, KINGS INCH DRIVE, RENFREW

APPLICATION FOR: PLANNING PERMISSION - FULL



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RECOMMENDATION

Disposed to Grant
subject to
conditions/Section 75
Agreement.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposals accord with the approved Strategic Development Plan 'Clydeplan 2017' and the Adopted Renfrewshire Local Development Plan.
- The proposal is not considered to unacceptably conflict with retail policy and the proposals are considered to enhance the existing Braehead Commercial Centre.
- There have been two letters of objection the substance of which relates to retail impact and retail policy.
- West Dunbartonshire Council have objected on the basis of the perceived impact on centres within their administrative area.
- The form, design, layout and external finish of the development are considered to be acceptable; and all major infrastructure requirements have been appropriately considered.

Description

Planning permission is sought for the erection of a retail development, comprising three units, with an ancillary sprinkler tank, substation and pump room. In association with the development, the applicant also proposes the provision of parking, access, landscaping and a public realm to serve the development. The site itself currently accommodates parking provision associated with the established retail park and McDonalds drive through restaurant and is flat in nature. Overall the application site extends to 1.2 hectares, with the gross floor area of the units proposed not exceeding 4800 sq m.

The proposal would see the erection of further non-food retail development opposing the current Braehead Retail Park parade of stores to the north east, across the car parking area. Access arrangements would accord with the currently established routing system at this location, with servicing to the rear of the proposed stores.

Whilst mezzanine floor space has not been applied for specifically through this current application, sufficient head room has been demonstrated within the proposals to accommodate this at a later date and the applicant has provided supporting details within their Planning and Retail Statement to consider the potential impact of creating such space. As the application has not been submitted as a 'major' development it is considered prudent to restrict the assessment of the application to local development, with floor space creation of 4800 sq m only. Any consent given therefore shall be subject of a restrictive condition prohibiting the formation of mezzanine levels within the units without prior application to and written approval from the Planning Authority.

The proposed buildings are of a modern design, with flat roofs, comprising metal cladding panels in a colour to match the wider retail park development. Public

entrances would be finished in aluminium curtain walling with transparent opaque glazing panels.

An indicative landscaping layout has been submitted with the application which demonstrates that an enhanced road frontage can be created.

The application site is bounded to the north and east and west by car parking associated with a range of uses within the overall Braehead development and to the south by a whisky distillery. Immediately to the south east of the proposed development lies McDonalds restaurant and drive through.

The applicant has submitted a number of supporting documents with the application. These include reports in respect of retail impact, traffic, accessibility and connectivity and drainage. These are summarised below in the 'Summary of Main Issues' section.

History

87/260/RF & 87/0977/GG (original outline applications) – Erection of retail mall, retail warehousing, leisure, heritage, warehousing, workshop, hotel, and business park. Approved on Appeal June 1990.

93/0570/PP - Erection of development comprising (A) shopping, retail warehousing, distribution, leisure, managed workshops, hi-tech park, riverside park, and (B) hotel. Approved December 1994.

96/0581/PP – Erection of mixed use development comprising shopping, leisure, high tech park, riverside park and associated parking and landscaping. Approved March 1997.

00/988/PP - Mixed use development comprising hotel and leisure uses (including indoor snow slope, cinema, health club, nightclub and family entertainment centre) with ancillary retail,

restaurant and bar facilities, business development, residential development and associated works including the raising of ground levels and landscape and highway infrastructure. Outline planning permission granted subject to conditions, September 2003.

13/0049/PP - Erection of mixed use development comprising Class 1 (retail use), Class 2 (financial, professional and other services), Class 3 (food & drink use), Class 7 (hotel use), Class 11 (assembly & leisure), including an events arena and other ancillary uses; construction of transport interchanges and route for Fastlink bus service, car parking, roads & accesses, footpaths and covered walkways, public realm works (including provision of open space & civic square), together with landscaping, all associated works and necessary infrastructure ; and demolition of some buildings. Granted subject to conditions June 2016.

Policy and Material Considerations

Clydeplan's - Approved Strategic Development Plan 2017

The recently approved SDP is a material consideration as it is the settled view of the Clydeplan Authority.

Policy P1: Placemaking
Table 1: Placemaking Principles
Schedule 14: Strategic Scales of Development
Diagram 10: Assessment of Development Proposals
Policy 4: Network of Strategic Centres
Schedule 2: Network of Strategic Centres
Diagram 3: Network of Strategic Centres

Adopted Renfrewshire Local Development Plan 2014

Policy C1: Renfrewshire Network of Centres - Commercial Centres
Policy I1: Connecting Places
Policy I4: Fastlink
Policy I5: Flooding and Drainage

New Development Supplementary Guidance

Delivering the Centre Strategy: Centre Development Criteria and Commercial Centres

Delivering the Infrastructure Strategy: Connecting Places; Fastlink; and Drainage and Flooding

Delivering the Environment Strategy: Contaminated Land

Material considerations

Scottish Government Planning Policy (SPP)

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 above policies and guidance, the comments of the consultees, any representations received, the planning history of the site and the potential economic benefits of developing the site.

Publicity

Neighbour notification has been carried out in accordance with statute with a deadline for representations to be received of 9 October 2017.

Objections/ Representations

Two letters of objection have been received, the substance of which can be summarised as follows:-

1. Concern is raised at the cumulative impact both this application and extant consents for the expansion of Braehead would have on the vitality and viability of Glasgow City Centre, particularly given the unrestricted nature of the units proposed.

2. Clydeplan has identified a need for analysis to be undertaken on the potential impact on town centres as a result of the Braehead expansion. Permitting further retail floorspace in advance of this

analysis being undertaken is considered to be premature.

3. The applicant's Retail Assessment is considered to be based on outdated and limited data.

4. A planning condition should be attached relating to the public transport interchange as per the planning permission in principle (PPP) consent.

5. The application proposals fail the sequential test as it is possible to accommodate the proposed development at an alternative location either within Renfrewshire or Glasgow.

Consultations

Director of Community Resources (Environmental Services) - No objections, subject to the submission of a Site Investigation Report, Remediation Strategy and Verification Report.

Director of Community Resources (Design Services) - No objections.

Director of Community Resources (Roads Traffic) - No objection subject to conditions. Recommended that improvements be made between the 'Green' Multi-Storey Car Park (MSCP) and the development site through the creation of a crossing to be installed linking the proposed development and the established Green Park to the west of the site; introducing a pedestrian access into the MSCP building on its north or east elevation; continuing pedestrian routing to the 'Green' MSCP; introducing at grade access from the north service road into the 'Green' MSCP; and by making adjustments to dropped kerbs and road markings. These matters can be safeguarded through the imposition of appropriate conditions.

Glasgow Airport Safeguarding - No objections subject to the submission of a Bird Hazard Management Plan.

Glasgow City Council - No comments received with statutory consultation period.

West Dunbartonshire Council - Object to the proposals as the location is considered to be less preferred for new retail development than designated town centres; the proposals do not consider towns out with Renfrewshire in terms of impact on the Network of Centres; sites are considered to be sequentially preferable to Braehead Retail Park; and unrestricted retail floorspace at Braehead Retail Park does not accord with Clydeplan. Should Renfrewshire Council continue to restrict the proposed units to 'bulky goods' in accordance with the original consent for the Retail Park, West Dunbartonshire Council would withdraw its objection to the current proposals as this is unlikely to result in an adverse impact on the vitality and viability of West Dunbartonshire's town centres.

Summary of Main Issues

Transport Statement - The Transport Statement submitted concludes that, during limited peak periods there may be occasion for some car parking to be displaced to adjacent parking areas, however as main centre trips will contribute to the custom of the proposed units, it is considered by the applicant that this can be adequately contained within the wider centre parking provision. The proposals also contain enhancements to the pedestrian environment, which are considered to improve pedestrian connectivity within the retail park and provide attractive routes to and from the development.

Planning and Retail Statement - The Planning and Retail Statement provided by the applicant states that the proposed development would not have a significant adverse impact upon the vitality and viability of existing centres within the catchment since any potential trade diversions would be spread across a range of centres within the catchment area. In conclusion, the applicant states

that the proposals are in conformity with the statutory development plan and SPP objectives, assisting Braehead Retail Park in attracting tenants and maintaining its role and function within the network of centres, securing economic benefits through job creation.

Design Statement - A Design and Access statement was submitted as part of the application pack which provides a brief history to the site, as well as a site analysis and an overview of the site layout as proposed including access arrangements. Materials to be used within the development are also considered.

Drainage Strategy Report - A Drainage Strategy Report submitted by the applicant advises that the site surface water drainage system has been designed to ensure that flood risk elsewhere is not made worse by runoff from the proposed development and that water is treated prior to controlled discharge, with the proposed treatment considered to be sufficient.

Environmental Statement - N/A

Appropriate Assessment - N/A

Access Statement - N/A

Other Assessments - N/A

Planning Obligation Summary - N/A

Scottish Ministers Direction - N/A

Assessment

The proposed development requires to be assessed against the policies contained in the development plan which, in this case comprises the approved Strategic Development Plan 2017 (Clydeplan) and the adopted Renfrewshire Local Development Plan 2014 and associated New Development Supplementary Guidance. The proposal also requires to be assessed taking account of Scottish Planning Policy, the wider site history,

comments of consultees and the issues raised through representations.

The determining issues in this case are whether the proposal is in line with the role and function of the centre and whether the proposals would have an unacceptable impact on the network of centres (both within Renfrewshire and as identified within Clydeplan).

Scottish Planning Policy

Scottish Planning Policy (SPP) sets out national planning policies which reflect Scottish Ministers priorities for the operation of the planning system and for the development and use of land. SPP aims to support sustainable development directing the right developments to the right locations to create high quality places.

SPP requires that development plans identify a network of centres setting out how each centre in the network complements each other. Specifically development plans should identify Commercial Centres, in addition to Town Centres, which have a more specific focus on retailing and/or leisure uses. In this case, the development plan defines Glasgow City Centre and town centres as top of the hierarchy, followed by edge of town centre development locations and then commercial centres such as this one.

SPP states that decisions on development proposals should have regard to the context provided by the Network of Centres identified in the development plan and the sequential approach when proposals are contrary to the development plan. This requires that locations are considered in the order of preference: town centre; edge of town centre; other commercial centres identified in the development plan; out of centre locations that are or can be made easily accessible by a choice of transport modes. It states that Planning Authorities need to be flexible and realistic in applying the sequential approach, to ensure that

different uses are developed in the most appropriate locations. It considers that where development proposals in edge of town centre, commercial centre or out-of-town locations are contrary to the development plan, it is for the applicants to demonstrate that more central options have been thoroughly assessed and that the impact on existing town centres is acceptable.

In this case, the applicant considers that the application of the sequential test would not be applicable to the assessment of the proposals as the development is not contrary to the development plan, however in view of the requirements of Clydeplan this shall be given further consideration, later within this assessment.

Strategic Development Plan Policy
Clydeplan's - Approved Strategic
Development Plan (2017)

The approved SDP 2017 (Clydeplan) provides a framework for local authority development management decisions and outlines a Spatial Vision for the City Region to 2035 along with a Spatial Development Strategy (SDS) to deliver that vision. The Spatial Development Strategy supports a presumption in favour of sustainable development that contributes to economic growth.

Through Policy 1 'Placemaking', Clydeplan seeks to embed the creation of high quality places firmly as part of its Vision and Spatial Strategy and new development proposals require to take account of the Placemaking Principles set out in the Plan.

The development proposal is located within an established area of car parking at Braehead Retail Park within a Commercial Centre and seeks to provide a modern retail facility. The proposal is in an accessible location and will enhance the commercial centre's role and function. It is considered therefore that the proposal complies with Policy 1 'Placemaking'.

Section 10 of Clydeplan 'Implementing the Plan and Development Management' sets out 'thresholds for strategic scales of development' within Schedule 14. With regard to retail development, Schedule 14 considers retail developments of over 5,000 sqm within or 2,500 sqm out with the network of strategic centres to be strategic. Given that the proposal comprises a retail development out with the network of strategic centres where 4800 sqm gross is proposed, the proposal is considered to fall within the definition of a strategic scale of development.

Diagram 10 'Assessment of Development Proposals' is set out to aid consistent application and implementation of Clydeplan and should be used to assess strategic scale development proposals that may impact on the Plan strategy, and to determine whether strategic scale proposals comply with the policies, schedules and diagrams of Clydeplan. With regard to proposals which may impact upon the Network of Strategic Centres, the proposal requires to be assessed against Policy 4, Schedule 2 and Diagram 3.

Policy 4 'Network of Strategic Centres' considers that to support the Vision and Spatial Development Strategy all strategic development proposals should:

- Protect and enhance the development of the network of strategic centres in line with their role and function, challenges and future actions set out in Schedule 2;
- Protect and enhance the long term health of Glasgow City Centre to ensure there is no detrimental impact on its role and function, as set out in Schedule 2 and in support of Joint Strategic Commitment – Glasgow City Centre; and,
- Recognise that whilst the Network of Strategic Centres is the preferred location for strategic scale development, such proposals are subject to the sequential approach set

out in Scottish Planning Policy and the assessment of impact on the other Strategic Centres in the network and town centres to ensure that there is no detrimental impact on their role and function.

Schedule 2 sets out a network of 23 Strategic Centres and lists challenges and future actions and Diagram 3 spatially sets out all of the Strategic Centres.

The Planning and Retail Statement (September 2017) and response to the Consultee Representations (November 2017) submitted in support of the application demonstrates that the development proposals would not have an unacceptable impact on the vitality and viability of the Network of Strategic Centres or any other Town Centre or have an impact on their defined role and function.

In relation to the long term health of Glasgow City Centre, the submitted supporting information also sets out that the proposed additional floorspace at Braehead Retail Park would not have a significant impact on Glasgow City Centre and therefore it is considered that the role and function of the City Centre would remain protected.

In accordance with SPP and Clydeplan, Renfrewshire Council requested that the development proposals be subject to the sequential approach. The applicants considered that in line with SPP this should only be considered where development proposals are considered contrary to the development plan. Renfrewshire Council consider that in utilising the sequential approach a comprehensive assessment of the development proposals would aid the Council in determining whether the development is contrary to the development plan.

Whilst it is recognised that the Network of Strategic Centres is the preferred location

for strategic scale retail developments, it is considered that the information submitted in support of the application confirms that the proposed development would not conflict with Policy 4 of Clydeplan and would augment the role and function of Braehead Retail Park.

The conclusion set out above also considers the committed development at Braehead Strategic Centre as supported by the justification provided within the applicant's Planning and Retail Statement.

Adopted Renfrewshire Local Development Plan 2014 and New Development Supplementary Guidance

The application site is covered by Policy C1 within the Adopted Local Development Plan with a categorisation as a Commercial Centre. The Council will support proposals within Renfrewshire's Commercial Centres, which sustain the role and function of the centre. Considering the proposals, the development would not undermine the principal function of the centre and would be complementary to the existing uses and activities within the retail park, reflecting the character and form of the centre. The development would also contribute to economic viability, through job creation, providing a balanced retail function for the location. The scale, design and siting of the development assists in contributing towards the surrounding area, in terms of its layout, scale and design.

Policy I5, 'Flooding and Drainage' considers that new development must not have an impact on existing drainage infrastructure or increase the risk of flooding elsewhere and requires to be assessed against the criteria and guidance set out in the New Development SG which sets out a number of criteria which require to be considered. These generally require minimum standards to reduce the risk of flooding in new developments and to ensure that the risk of flooding is fully considered in the assessment of new development

proposals. Through the submission of the Drainage Strategy Report, the Director of Community Resources (Design Services) is satisfied that an acceptable drainage scheme could be achieved. The applicant has therefore demonstrated that the requirements of Policy I5 and the associated SG, can be achieved.

In relation to the Infrastructure Development Criteria, during the assessment of the application, the applicant has provided additional information in respect of the requirements of the Director of Community Resources (Roads Traffic) which are considered by the Planning Authority to satisfactorily address the comments of the Director of Community Resources (Roads Traffic).

Policy I4, relates to the delivery of Fastlink and requires that all new developments, which are likely to benefit from this service make a financial contribution towards its delivery. The relevant contribution in this instance would therefore be £161,000 for the creation of 4800 sq m of non-food retail floorspace within Zone 1 as identified within the New Development Supplementary Guidance on Fastlink. The applicant has confirmed that it would be their intention to make the contribution through a Section 75 Agreement should planning consent be approved.

The New Development Supplementary Guidance requires sufficient information to be submitted to establish whether contamination is present on an application site so that appropriate conditions can be attached to ensure that the necessary remediation action will be undertaken to prevent unacceptable risks to human health or the environment. In this regard the Director of Community Resources (Environmental Services) is satisfied that conditions can be attached which will ensure that any potential contamination of the site can be adequately addressed.

In addressing the points raised in the representations and consultation

responses which have not been assessed within the main body of the assessment above, the applicant's data contained within their Retail Assessment is considered to remain valid for the purposes of considering this application. In terms of the condition attached to the 13/0049/PP planning approval, relating to public transportation, the Director of Community Resources (Roads Traffic) has confirmed through her consultation response that this provision would not be necessary for the delivery of the current proposals.

Following assessment against the above applicable policies, it is considered that the role and function of Braehead Retail Park as set out in Figure 11 of the Renfrewshire Local Development Plan would not require a bulky goods restriction on the type of goods sold. Also, as outlined above the proposals would not have an unacceptable impact on the City Centre or any other Town Centre therefore a bulky goods restriction would not be reasonable or necessary in this instance.

In terms of the comments received from West Dunbartonshire Council, as they have objected to the proposals, it shall be necessary to refer the application to the Scottish Ministers, to determine whether they intend to call in the application or otherwise allow the Council to make a determination in the manner it sees fit.

Recommendation and Reasons for Decision

The proposal has been assessed above and it is concluded that it comprises an acceptable development. The proposal in this instance would support the role and function of the Commercial Centre and would not conflict with any of the relevant policies within the Development Plan.

The application has been supported by a Planning and Retail Statement based on the type of retail provision and the amount of floorspace proposed. The proposed development has been assessed as being

acceptable development on this basis and, notwithstanding the objection from West Dunbartonshire Council, I have concluded that from a land use planning perspective, all aspects of the development remain acceptable, and I would therefore recommend that the Communities, Housing and Planning Policy Board be disposed to grant planning permission subject to conditions, limiting the amount of retail floorspace to be provided and to control the potential for sub-division into smaller units and a Section 75 Legal Obligation, requiring that a financial contribution be made towards the delivery of Fastlink, in accordance with Policy 14 of the Adopted Local Development Plan.

Recommendation

DISPOSED TO GRANT SUBJECT TO
CONDITIONS/SECTION 75 AGREEMENT

Other Action

1. This application requires to be referred to Scottish Ministers because of an objection from an Adjoining Authority.

Conditions & Reasons

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. For the avoidance of doubt, planning permission is granted for retail development comprising 4800 sq m gross floor area (GFA) supported by a car park. Once completed, none of the units shall be subdivided nor shall the maximum gross floor area be extended, however calculated, by the extension of the mezzanine floor level without prior application to and the written approval of the Planning Authority.

Reason: To define the consent; to ensure that the proposals remain consistent with retail planning policy; and to ensure that the proposals do not adversely impact on the vitality or viability of Strategic Town Centres.

3. 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.

4. That prior to occupation of the last retail unit within the development hereby permitted, all planting, seeding turfing and earth moulding included in the scheme of landscaping and planting, approved under the terms of condition 3 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.

5. That no development works 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 with the site investigation report prepared in accordance with current authoritative technical guidance, has been provided and approved in writing by the Planning Authority.

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

6. Prior to occupation of any 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; 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.

7. 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 and 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. The Bird Hazard Management Plan must ensure that flat/shallow pitched roofs be constructed to allow access to all areas by foot using permanent fixed access stairs ladders or similar. The owner/occupier must not allow gulls, to nest, roost or loaf on the building. Checks must be made weekly or sooner if bird activity dictates, during the breeding season. Outside of the breeding season gull activity must be monitored and the roof checked regularly to ensure that gulls do not utilise the roof. Any gulls found nesting, roosting or loafing must be dispersed by the owner/occupier when detected. The owner/occupier must remove any nests or eggs found on the roof.

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.

8. 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.

9. That before commencement of trading of any retail unit hereby approved, any walls or fences for which the permission of the Planning Authority has been obtained under the terms of conditions 8 above, shall be erected.

Reason: To safeguard the amenity of future residents.

10. That prior to any works commencing on site revised details shall be submitted for the written approval of the planning authority demonstrating improved pedestrian routing between the 'Green' Multi-Storey Car Park (MSCP) and the development site. The details shall include:-

- (a) forming a 'zebra' or signalised crossing , or an over bridge, or such other pedestrian crossing arrangement, as may be approved in writing, across Marlin Drive;
- (b) introduction of a pedestrian access/entry into the MSCP building on its north and/or east elevation;
- (c) continue the pedestrian routing to the lift of the 'Green' MSCP from the development site to give pedestrian and disabled access to the upper and lower floors;
- (d) introduction of an 'at grade' access from the north service road into the 'Green' MSCP; and,
- (e) altering the existing dropped kerb crossing on the north service road to the 'Green' MSCP from the development site to make it consistent with others within the development (by raising the dropped kerb and adding stripped markings).

The details thereafter agreed shall be implemented on site in the approved manner prior to the retail floorspace hereby approved becoming operational.

Reason: In the interests of pedestrian and traffic safety.

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 David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.