

Planning Application: Report of Handling



Reference No. 23/0112/PP

Renfrewshire Council

KEY INFORMATION

Ward: Ward 1 – Renfrew North and Braehead

Applicant: Mr Brian Lees

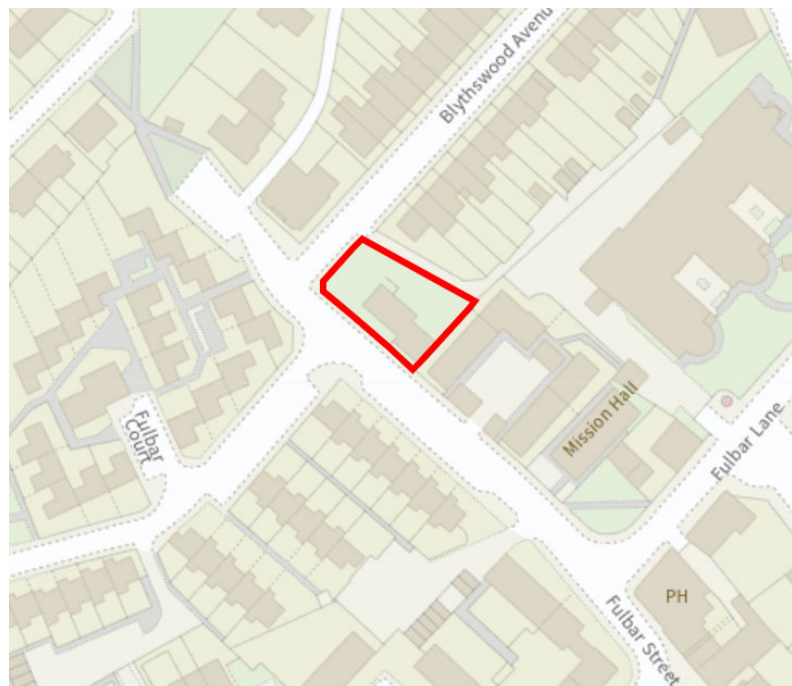
Registered: 07/03/2023

Report by Head of Economy & Development

PROSPECTIVE PROPOSAL: Erection of residential development comprising of eight flats with associated access, parking, bin store, boundary treatment and landscaping

LOCATION: 74 Fulbar Street, Renfrew, PA4 8PB

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 covered by Policy P1 within the adopted Local Development Plan.
- There have been no objections from consultees.
- There have been five letters of objection.

REPORT OF HANDLING FOR APPLICATION 23/0112/PP

SITE ADDRESS	74 Fulbar Street, Renfrew, PA4 8PB
PROPOSAL	Erection of residential development comprising of eight flats with associated access, parking, bin store, boundary treatment and landscaping
RECOMMENDATION	Grant subject to conditions

PROPOSALS	<p>This application seeks planning permission for the erection of a residential development comprising of eight flats within a four storey building with associated access, parking, bin storage, boundary treatment and landscaping.</p> <p>The application site is located on a corner plot, and is bound by Fulbar Street to the south west, Blysthwood Avenue to the north west, a two storey end terrace residential property to the north east, and a row of two storey terraced properties to the south east.</p> <p>The site is approx. 700 square metres in area. It is currently occupied by a single storey building which is positioned to the south east corner, with the remainder of the site finished in a hard surface. This building was previously used as offices, however the applicant has advised that it has been vacant since 2022. Boundary treatment currently comprises of a brick wall.</p> <p>The proposed development comprises the demolition of the single storey building and the erection of a four storey flatted block with a square footprint of approx. 188 square metres. The flatted block will be positioned in the north western half of the site. The south eastern half of the site comprises the parking and manoeuvring areas, with 8 parking spaces delineated.</p> <p>The four storey block will be predominantly finished in facing brick, with metal cladding panels above and below the window opening. The roof will also be finished in profiled sheet metal. The layout provides for a landscaped buffer around the edge of the block. There is also a bin and cycle store and further landscaping positioned along the north eastern boundary.</p> <p>It should be noted that the original description of development included reference to a biomass boiler. However, this has now been omitted from the proposed scheme.</p> <p>This report relates to an application that would normally fall within the Council's scheme of delegation to be determined by an appointed officer. However, a request has been submitted by three members, within 21 days of the application appearing on the weekly list, that the matter be removed from the scheme of delegation for determination by the Board. It was considered that the potential impact of the development on the local community and local environment required it</p>
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	to be fully considered prior to any decision being made.
SITE HISTORY	None recorded.
CONSULTATIONS	<p>Communities & Housing Services (Environmental Protection Team) – No objections. Advisory note required with regard to potential land contamination.</p> <p>Chief Executive’s Service (Roads Development) – No objection subject to conditions relating to the resurfacing of the footway fronting the site, formation of a pedestrian route into the main entrance, the location of the bin collection point, and the design of the site access.</p> <p>NATS – No objections.</p> <p>Glasgow Airport Safeguarding – No objection subject to condition relating to the submission of a bird hazard management plan. Advisory note also required with regard to the possible use of a crane.</p> <p>Scottish Water – No objections.</p> <p>Children’s Services – No objections.</p>
REPRESENTATIONS	<p>The Council has undertaken two rounds of neighbour notification.</p> <p>Seven letters of representation, which object to the proposed development, were received. The points raised in these letters can be summarised as follows:</p> <p>1 – Noise, disruption and inconvenience associated with the construction process.</p> <p>2 – Loss of sunlight and overshadowing.</p> <p>3 – Noise and fumes associated with biomass boiler.</p> <p>4 – Loss of privacy.</p> <p>5 – Loss of property value.</p> <p>6 – Insufficient parking provision.</p> <p>7 – Height and scale of the building is out of keeping with the surrounding area.</p> <p>8 – Drainage and flooding.</p> <p>9 – Notification of the application has not been undertaken.</p> <p>10 – A two storey build would be more suitable at this location.</p>

	<p>11 – It is disingenuous to use other buildings or previous industrial use of the area to justify the scale of the development. There are no other three or four storey buildings within the immediate vicinity of the site.</p> <p>12 – Car ownership in the area is high and public transport services continue to be reduced.</p> <p>13 – The building will be higher than the existing at 80 Fulbar Street.</p> <p>14 – No garden space is provided for residents.</p> <p>15 – Loss of views and impact on outlook.</p> <p>16 – There is already an adequate supply of flats in the area.</p>
<p>DEVELOPMENT PLAN POLICIES</p>	<p>Policy and Material Considerations</p> <p>Legislation requires planning decisions to be made in accordance with the Development Plan unless material considerations indicate otherwise. In this instance, the proposal must be assessed against the following:</p> <p>Development Plan</p> <p><u>National Planning Framework 4</u></p> <p>NPF4: Policy 1 – Tackling the climate and nature crisis NPF4: Policy 3 – Biodiversity NPF4: Policy 9 – Brownfield land, vacant and derelict land, and empty buildings NPF4: Policy 13 – Sustainable transport NPF4: Policy 14 – Design, quality, and place NPF4: Policy 15 – Local living and 20 minute neighbourhoods NPF4: Policy 16 – Quality Homes NPF4: Policy 18 – Infrastructure first</p> <p><u>Renfrewshire Local Development Plan</u></p> <p>LDP 2021: Policy P1 – Renfrewshire’s Places LDP 2021: Policy P3 – Housing Mix and Affordable Housing LDP 2021: Policy I3 – Flooding and Drainage LDP 2021: Policy I7 – Zero and Low Carbon Buildings LDP 2021: Policy ENV2 – Natural Heritage</p> <p><u>Supplementary Guidance</u></p> <p>Delivering the Environment Strategy Delivering the Infrastructure Strategy Delivering the Economic Strategy</p> <p><u>Material Considerations</u></p>

	<p>Renfrewshire Councils Residential Design Guide Scottish Government publications on Designing Streets and Designing Places</p>
<p>PLANNING ASSESSMENT</p>	<p>Policy P1 states that within uncoloured areas on the proposals maps there will be a general presumption in favour of a continuance of the built form. New development proposals within these areas should make a positive contribution to the Place, and be compatible and complementary to existing uses.</p> <p>Whilst the most recent use of the site was an office, the surrounding area is predominantly characterised by residential use. The redevelopment of the site for residential use would be compatible with surrounding uses in principle. However detailed consideration of the proposed development against the provisions of the New Development Supplementary Guidance and the Residential Design Guide is required.</p> <p>These documents set out a range of considerations that form the basis of good places design. Each consideration will be assessed in turn.</p> <p><u>Context and Character</u></p> <p>The application site is located in a built up area approx. 250m from Renfrew town centre to the south east. The predominant built form immediately surrounding the site is a mix of two storey terraced properties. It is noted that the built form steps down as you move further away from the town centre. There are four storey tenement properties on the edge of the town centre, and three storey flats opposite Fulbar Lane approx. 50m to the south east of the site.</p> <p>While the built form surrounding the site is predominantly two storeys, there is a mix of design, age, and finish of the buildings. The most notable building within the streetscene is number 80 Fulbar Street which is directly opposite the site to the north west. This building incorporates traditional proportions, and is higher than the two storey dwellinghouses in the area. It is also finished in red facing brick which contrasts with the grey render and stone associated with other properties.</p> <p>The concept for the proposed development is based on the building at number 80, and has taken cues with regard to design, height and materials. While the proposed development is four storeys, the eaves and ridge line height are commensurate with the building at number 80. The proposed development also incorporates facing brick, and vertically proportioned windows.</p> <p>It is noted that number 80 is a remnant of the areas previous industrial heritage. The applicant has sought to justify the development partly based on this historical industrial built form. However, the area is now clearly established as a residential area, and this provides the context</p>

from which the development should be assessed.

Access and Connectivity

The application site is within walking distance of Renfrew town centre, its associated amenities and public transport connections. **Policy 15** advocates local living to encourage connected and compact neighbourhoods where people can meet most daily needs within a reasonable distance of their home. **Policies 13 and 11** advocate good accessibility and connectivity to walking, cycling and public transport.

The application site is well located in this regard, with the town centre, other amenities such as Robertson Park, Renfrew Health Centre, Kirklandneuk Primary School and Trinity High School all within a 20 minute walk from the site.

The Roads Development officer has offered no objections to the development, and is satisfied with the parking provision being proposed given the sustainable location of the site. The matters of detailed design raised by the Roads Development officer can be managed via condition where required, and it is noted that the site plan has been amended to accommodate some of the requirements.

Layout and Built Form

The proposed split in the site layout, with the building occupying the northwestern half and the parking to the south east, is considered to be acceptable. The site is a prominent corner plot, and the position of the building reflects the building line along Blythwood Avenue.

With regard to built form, it is acknowledged that the four storey height would be as departure from the predominant two storey built form in the immediate vicinity of the site. However, the building is commensurate with the height of the building at number 80. The building at number 80 makes a positive contribution to the character of the area, and a design concept which seeks to reflect this should be considered desirable in principle.

On this basis a departure from the predominant built form is not considered to be a reason in itself for the proposal to be considered unacceptable. The form of the building will not be detrimental to the character or appearance of the place, and it is considered that a development of this scale can be accommodated within the streetscene without appearing incongruous.

It is also noted that the existing building on the site is vacant, and the proposal will redevelop a brownfield site which is supported by **policy 9**. On balance, it is considered that the redevelopment of the site will have a positive impact on the place.

Environment and Community

A key consideration in the assessment of the development is the potential impact on the residential amenity of neighbouring properties. While it is considered that a building of this scale is acceptable with regard to the streetscene, it must be demonstrated that it is compatible with neighbouring uses.

The development is most likely to have a potential impact on the neighbouring properties to the north east (2 Blysthwood Avenue) and south east (68 a-d Fulbar Street) which directly bound the site, 2 Fulbar Avenue to the south west, and 3 – 5 Blysthwood Avenue to the north west.

Turning firstly to 2 Blysthwood Avenue, the fenestration on the north eastern elevation of the building has been amended to reduce the potential loss of privacy. This includes replacement of a dormer with a rooflight, and incorporation of high level windows. There is no direct window to window overlooking as the gable of number 2 does not incorporate any habitable room windows.

The applicant has provided sunlight calculations which show the extent of shadow cast by the proposed building. These calculations show that the minimum standard of at least 50% of garden ground receiving at least 2 hours of sunshine on the 12th March (as set out within the BRE 209 2022 guidance on Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice) are met.

Turning to 68 a-d Fulbar Street, there is a separation distance of 19m between these properties and the proposed building. This will ensure that windows and garden ground associated with 68 a-d Fulbar Street are not overlooked to an unacceptable degree, and that sufficient levels of privacy will be maintained. Treatment along this and all other boundaries will be controlled via condition.

In terms of overshadowing, as these properties are directly to the east of the application site they are not significantly impacted through loss of sunlight. With regard to daylight, it is noted that removal of the existing building (which is hard up against the eastern boundary) will improve the outlook and levels of daylight received by 68a in particular. It is noted that the proposed building is within the 25 degree line when plotted from 68 a-d. However the orientation of the properties will ensure that overall amenity is not significantly impacted.

Number 2 Fulbar Avenue is to the south west of the site on the opposite side of Fulbar Steet. Given the position of the property to the south west it will not be impacted by any overshadowing. The windows on the rear elevation of this property which fronts Fulbar Street are in the public domain, and I am satisfied that privacy will not be compromised further with respect to the development being proposed. It is noted that the proposed building is also within the 25 degree line when plotted from number 2. However the orientation of the properties will ensure that overall amenity is not significantly impacted.

Numbers 3 and 5 Blysthwood Avenue are 20m from the development site, and do not directly face the proposed block of flats. They will not be impacted regarding loss of privacy. Due to the orientation of the properties the sunlight analysis shows that the development will overshadow the front elevation of these properties resulting in a partial loss of sunlight within the habitable rooms on the front elevation of the properties.

The analysis shows that the development will not result in a total loss of sunlight. These properties will still receive some sunlight in the afternoon. The partial loss is restricted to winter months only. It is not considered that the impact on amenity that arises from the loss of sunlight would be so significant as to justify refusal of the application.

The potential impact on number 80 Fulbar Street is not likely to be significant as this is a commercial property and not a dwellinghouse.

In view of the above, it is considered that on balance the development will not result in a significant loss of amenity for neighbouring properties.

The site plan includes an indicative landscaping strategy which will provide a softer setting for the building and some amenity for residents. It is noted above that public parks are also within walking distance of the site.

Whilst the planting plan is not detailed, it is likely that any landscaping will improve biodiversity at this location given the site in its current condition is fully covered with hard standing. The development would meet the aims of **policy 3 and ENV2** in this regard.

The proposal includes a drainage strategy which would manage surface water in a sustainable manner using filter trenches and a soakaway system. A condition can be applied to ensure the strategy is implemented on site and maintained thereafter in accordance with the submitted documents.

Finally, it is noted that while the site is on the edge of the coastal potential flooding extent the flood risk area does not cover the footprint of the building, the surrounding landscaping, the car parking area, or the site access. The development is considered to comply with **Policy I3**.

Buildings and Design

The design and finish of the proposed building is based on the brick building at number 80 Fulbar Street. I am satisfied that the building is of a suitable design and finish, and will make a positive contribution to the place as required by **policies 14, 16 and P1**.

The combined bin and bike store is also finished in brick, with a flat

roof. Its position to the rear of the flats ensures it will not have a significant impact on the streetscene.

The applicant has advised that energy efficiency and carbon dioxide reduction will be a key component of the development. The development initially included a biomass boiler system. However this has since been omitted from the scheme. It is considered that a condition should be applied requiring the submission of an Energy Design Analysis to demonstrate that predicted emissions from the development are reduced by at least 15% below 2007 building standards as required by **Policy I7**.

In response to the points raised in the letters of representation, matters relating to points 2, 4, 6, 7, 8, 13, and 14, namely the scale of the development and the impact on amenity, drainage, landscaping, and parking have been addressed in the above assessment.

1 - A construction and environmental management plan will be requested via condition to ensure the construction phase is managed appropriately.

3 - The biomass boiler has been omitted from the proposal.

5 – Loss of property value is not a material consideration.

9 – Notification of the application has been undertaken in accordance with the requirements of the legislation. It is noted that a second round of notification was undertaken following submission of amended plans.

10, 11, 16 – Although historical building patterns in the area are acknowledged, the proposal has been assessed against the current residential context. Existing supply of flats in the area or preference for a lower density of build is not considered to be a reason to refuse the development. Higher density and more compact development is supported in principle by NPF4, particularly at locations such as this where amenities are within a walkable distance of the site. The development will contribute to the mix of houses and flats in this area as promoted by **Policy P3**.

12 – A higher density of development will contribute to the viability of services and amenities. The Roads Development officer has offered no objections to the development.

15 – Loss of views is not a material consideration. Impact on outlook has been considered in the above assessment.

In conclusion, the proposed development will support delivery of two of the overarching spatial principles set out in National Planning Framework 4 – Local Living and Compact Urban Growth. The application site is within a sustainable location, and its redevelopment

	<p>in the manner proposed will contribute positively to the place. Minimum standards relating to the amenity of neighbouring residential properties will be met.</p> <p>In view of the above, it is considered that the proposal would accord with the relevant provisions of the Development Plan. There are no other material considerations. Planning permission should therefore be granted.</p>
RECOMMENDATION	Grant subject to conditions

Reason for Decision

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

Conditions

1. That prior to the occupation of any flat hereby approved, the developer shall resurface the sections of footway which are commensurate with the site boundaries fronting Fulbar Street and Blysthwood Avenue. The footway shall be resurfaced to a standard that is structurally adequate and to the satisfaction of the Planning Authority.

Reason: To ensure the standard of footway fronting the site is sufficient to serve the development.

2. That prior to the commencement of development on site, the developer shall submit for the written approval of the Planning Authority a plan showing the location of a bin collection area from where bins can be safely presented for collection. The plan shall include a specification for all works necessary to form the bin collection area including and hard surfacing or boundary treatments. The bin collection area thereafter approved shall be implemented on site and made available for use prior to the occupation of any of the flats.

Reason: To ensure that bins associated with the development can be presented for collection safely.

3. That prior to the commencement of development on site, the developer shall provide a strategy for the written approval of the Planning Authority which details the drainage of surface water from all areas of hard standing. The strategy shall ensure that surface water from any areas of hard standing shall not discharge onto the public road. The approved strategy shall thereafter be implemented on site, and maintained for the life of the development.

Reason: To ensure that surface water is managed appropriately in the interests of sustainable drainage.

4. That the development hereby approved shall be undertaken in accordance with approved drawings 1848/AL(0)007 rev E titled 'Plans as Proposed' and 1848/AL(0)11 rev E titled 'Elevations as Proposed'. No alterations to these plans

are to take place unless first submitted to and agreed in writing with the Planning Authority. The combined bin and cycle store as shown in these drawings shall also be constructed and made available for use prior to the occupation of any flat hereby approved.

Reason: To ensure the development is implemented in accordance with the approved plans.

5. 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.

6. That prior to the commencement of development on site, the developer shall provide for the written approval of the Planning Authority a specification detailing the colour and texture of all finishing materials to be used on the external walls of the building hereby approved. This shall include windows and all rainwater goods. Only the materials within the approved specification shall thereafter be used in the development of the site.

Reason: To ensure the external materials are suitable for use in the interests of visual amenity.

7. That prior to the commencement of development on site, full details of all soft and water landscaping works shall be submitted as part of a landscape strategy for the written approval of the Planning Authority. The landscape strategy shall include (but not be limited to) provisions in respect of:
 - all proposed trees, shrubs, hedgerows, areas of grass/wildflower seeding, turfing including size, species, spacing and location.
 - all areas of hard standing including location and materials.
 - a plan showing proposed site levels.
 - all areas of surface water including ponds, and measures for the sustainable management and drainage of surface water where applicable.
 - the implementation of all biodiversity and habitat enhancements.
 - a timetable for the implementation of the landscape strategy.
 - a strategy for the future management and maintenance of all landscaped areas including provision for replacement of trees, shrubs, hedgerows and

areas of grass/wildflower seeding and turfing if they were to become diseased, die, become seriously damaged or are removed within 5 years of being planted.

The approved landscape strategy shall thereafter be implemented on site in accordance with the approved timetable and shall be managed and maintained thereafter for the life of the development.

Reason: To ensure a robust landscaping strategy is implemented in the interests of visual amenity, landscape character and biodiversity.

8. That prior to the commencement of development on site, the developer shall provide a specification for the written approval of the Planning Authority detailing the location, design, materials and colour of all boundary fences, gates, walls, or other method of enclosure to be installed at the site. Only the boundary fences, gates, walls, or other methods of enclosure within the approved specification shall thereafter be used in the development of the site.

Reason: To ensure the methods of enclosure are of a suitable design in the interests of visual amenity.

9. That prior to the commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Planning Authority. The CEMP shall include (but not be limited to) provisions in respect of:
 - mitigation measures for potential dust, noise, and vibration impacts on nearby properties,
 - waste management, pollution control and mitigation,
 - a plan showing existing drainage pipes and other utilities within the site and procedures for how they will be safeguarded during construction,
 - surface water management,
 - procedures for monitoring compliance and dealing with any breaches of the approved management plan,
 - the formation of access from the public road to accommodate construction vehicles including geometry, surfacing, and sightlines
 - the additional signage on both public roads where access will be taken to inform drivers of the construction vehicles.
 - details of proposed temporary site compound for storage of materials, machinery, and designated car parking.

The measures set out within the approved CEMP shall thereafter be implemented on site during the construction phase

Reason: To ensure environmental impacts are mitigated during the construction phase, and that the construction phase is undertaken safely.

10. That prior to the commencement of development on site, the developer shall submit an Energy Design Analysis for the written approval of the Planning Authority demonstrating the fabric performance of the building and the installation of technology that provides low or no amounts of carbon dioxide emissions, to reduce the predicted emissions from the building by at least 15% below 2007 building standards. The building shall thereafter be developed in accordance with the

approved Energy Design Analysis.

Reason: To ensure the building is designed in a manner that reduces energy requirements and carbon emissions.