

# Planning Application: Report of Handling



Renfrewshire  
Council

Reference No. 19/0800/PP

## KEY INFORMATION

**Ward: 3**

Paisley Northeast and  
Ralston

**Applicant:**

Ms Wilson  
Greenlaw House  
30 Mansionhouse Road  
Paisley  
PA1 3RF

**Registered:**

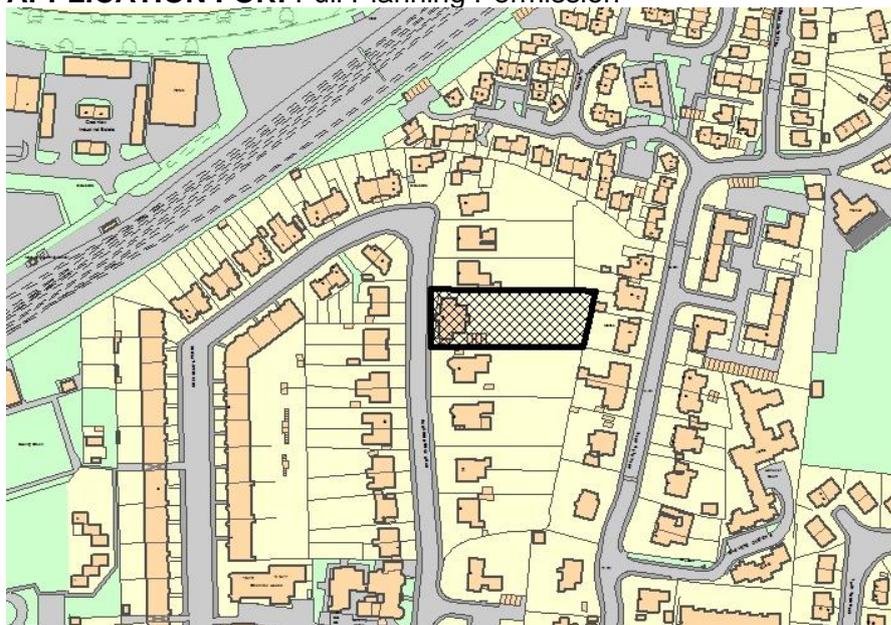
25/1/2019

Report by Head of Economy & Development

**PROSPECTIVE PROPOSAL:** Erection of three storey extension to rear of detached Grade B listed villa, to form nine flats.

**LOCATION:** 30 Mansionhouse Road, Paisley

**APPLICATION FOR:** Full Planning Permission



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## RECOMMENDATION

Refuse

## IDENTIFIED KEY ISSUES

The site is identified within the Adopted Renfrewshire Local Development Plan (2014) and the Proposed Renfrewshire Local Development Plan (2019) as Policy P1.

There have been 56 objections to the proposal. The main issues raised include:

- Impact on amenity & privacy;
- Adverse traffic impact;
- Impact on character of a listed building;
- Loss of trees; and,
- Density of the development

The proposal would be located to the rear of a Grade B Listed Building within the Greenlaw Conservation Area.

There have been no objections from consultees.

The proposal is contrary to Policies P1 and ENV 3 of the Adopted and Proposed Renfrewshire Local Development Plan and associated Supplementary Guidance in that it would impact on the residential character and amenity of the area.

RENFREWSHIRE COUNCIL  
 REPORT OF HANDLING FOR APPLICATION 19/0800/PP

APPLICANT:	Ms Wilson
AGENT:	LBG Waterston
SITE ADDRESS:	Greenlaw House, 30 Mansionhouse Road, Paisley
PROPOSAL:	Erection of 3 storey extension to rear of detached, Grade B listed villa to form 9 flats
APPLICATION FOR:	Full Planning Permission

INTRODUCTION	<p>This report relates to an application for planning permission which proposes the erection of a three storey extension to the rear of a detached, Grade B listed villa to form nine flats. This is a matter which falls within the Council's Scheme of Delegation, to be determined by an Appointed Officer.</p> <p>However, a request has been submitted by three Members, within 21 days of an application appearing on the Weekly List, that the matter be removed from the Scheme of Delegation for determination by the Board.</p> <p>This request was submitted in line with the Scheme submitted to Scottish Ministers and approved by Council on March 1<sup>st</sup> 2018 and has been subject to discussion between the Convenor of the Communities Housing &amp; Planning Board and the Head of Economy and Development who have agreed that in this instance it would be appropriate for the Board to consider this application.</p>
NUMBER OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED:	<p>56 objections have been received. The issues raised are summarised as follows:-</p> <p><b>1.The access would not be capable of accommodating the existing and proposed development. Vehicles accessing both sides of the site would cause traffic safety concerns.</b></p> <p><b>Response:</b> The Director of Environment and Infrastructure (Roads/Traffic) has no objection to the proposal and considers access to be acceptable. It was not considered that the amount of vehicular movements generated will be significant enough to cause traffic safety concerns.</p> <p>However, it is considered that the proposals, to introduce a one way traffic circulation system around the residential listed building, where vehicles would enter through one access and leave via another separate access would inevitably increase</p>

vehicular movement to the rear of the site.

The access is in close proximity to both the existing and proposed building and the boundaries of the site. In terms of residential amenity, the access and servicing of this site via vehicular means is likely to significantly detract from overall residential amenity of this site and neighbouring properties.

**2. There is insufficient parking for the existing development and the new development proposed.**

**Response:** The Director of Environment and Infrastructure (Roads Traffic) has no objection to the proposal and considers the level of parking provision to be acceptable for both the existing and proposed residential development.

**3. There is insufficient turning area within the site for heavy goods vehicles.**

**Response:** The Director of Environment and Infrastructure (Roads Traffic) has no objection to the proposal and considers that the traffic circulation system within the development would safely accommodate all anticipated vehicles.

**4. The proposal would impact unacceptably on the setting and character of the listed Greenlaw House.**

**Response:** Historic Environment Scotland did not object to the proposal but did raise concerns that the building proposed could detract from the character of the listed building.

The design of the proposal has been altered to respect the form and character of the listed building.

It is agreed that the overall number and function of the 9 flats is likely to impact on the setting of the listed building.

**5. The proposal would impact unacceptably on the amenity of existing residents in relation to privacy, air quality and noise.**

**Response:** The design of the extension proposed has been designed so that the main orientation of windows are such that there would be no resultant unacceptable detrimental impact on privacy.

However, it is agreed that the proposed development to the rear of the property, the resultant traffic and pedestrian movements, noise and general disturbance through increased activity, would introduce an unacceptable degree of impact on the amenity of surrounding residents.

**6. The proposal would result in the loss of several trees within the conservation area and impact unacceptably on the setting and character of the conservation area.**

**Response:** In terms of tree loss, on the developed footprint of the new building, one tree in the rear garden area would be lost. A condition could be attached to any grant of planning permission to ensure that replacement trees and a landscaping scheme is submitted to and agreed by the Planning Authority, to ensure that the site is appropriately landscaped and boundary treatments addressed.

**7. The density of the development does not reflect the character of the surrounding area.**

**Response:** The area is characterised by a mix of housing types but predominantly by large detached dwellings set within large plots. As a result, many of these dwellings have been subdivided into flats and in some instances have been extended to the rear. The extension proposed is located to the rear and can be accommodated within the large garden. Although the development proposed is not typical of the immediate area it does not impact the street scene generally, in public views.

**8. The position, orientation and access to the proposed development does not maintain the established development patterns of the surrounding area.**

**Response:** Access to the development is gained via a one-way system with ingress by driveway to the north side of the dwelling and proposed new egress through the parking area to a driveway on the south side of the dwelling. Having access driveways on either side of dwellings is commonplace in the surrounding area. However, accommodating so many vehicles to the rear of the dwelling further into the rear garden is not typical of this area and would introduce a level of noise and disturbance to the rear of this property and adjacent dwellings, presently absent.

**9. The design would be out of keeping with the character of the street and ruin the natural landscape between Mansionhouse Road and Greenlaw Drive.**

**Response:** Located to the rear, the development proposed would not be readily visible in the street scene and would not therefore have a noticeable impact.

Landscaping on boundaries would, on the whole, remain as existing or would be augmented.

**10. The proposal would not blend well with the surrounding buildings due to the use of artificial stone**

	<p><b>and slate. and would impact unacceptably on the setting of the listed building.</b></p> <p><b>Response:</b> Located to the rear, the proposal would not impact the principle elevation of this listed building and would not be evident in views of the principle front elevation.</p> <p>The extension is positioned apart from the rear elevation joined by an access corridor and as such views of the rear elevation are visible. Notwithstanding this, the proposal would alter views of the building from the rear.</p> <p><b>11. There is currently an excess of bins stored in the area which would only be exacerbated by the proposal.</b></p> <p><b>Response:</b> Agreed. Part of the proposal is to accommodate all bins required within a purpose-built housing sympathetic to its location. It is difficult to see how all of the bins for the number of residential units proposed can be accommodated on site and at kerbside for collection day.</p> <p><b>12. The proposal development would set an undesirable precedent for back land development within rear garden grounds.</b></p> <p><b>Response:</b> Every application is judged on its own individual merits against approved planning policies and every site is different. Precedent, on its own, is not a justifiable reason for refusal.</p>
CONSULTATIONS:	<p><b>Scottish Water</b> - No objection.</p> <p><b>Environment and Infrastructure Service (Roads)</b> – No objection subject to conditions.</p> <p><b>Environment and Infrastructure Services (Design Services)</b> - No objection.</p> <p><b>Communities and Housing Service (Environmental Protection)</b> - No objection.</p>
SUPPORTING STATEMENTS	<p><u>Design/Planning Statement</u> –</p> <p>In relation to the design of the proposal, the applicant considers that the scale, massing, and design of the 3-storey extension is in keeping with similar existing external outbuildings located to the rear of adjacent properties in this street and surrounding area.</p> <p><b>Response:</b> The detail of the document is adequate for the purpose of assessing the application. The design, scale and massing of the proposal is covered in details in the assessment of this report.</p>

	<p><u>Enabling Development Report –</u> The report outlines that Greenlaw House is in need of considerable internal and external restoration and upgrade and that the costs required to undertake these essential works and safeguard the building's future are considerable and beyond the resources of the current owner. Cross subsidy would be required in the form of enabling development.</p> <p>The additional flats that are proposed are required as the minimum enabling development which would generate the level of funding required to undertake the essential works.</p> <p><b>Response:</b> Although a cross subsidy breakdown has been provided, it does not prove that the development proposed is the only scheme which could ensure the future longevity of the building.</p>
<p>DEVELOPMENT PLAN POLICIES/ OTHER MATERIAL CONSIDERATIONS</p>	<p><u>Adopted Renfrewshire Local Development Plan 2014</u> Policy P1 - Renfrewshire's Places Policy ENV 3 - Built Heritage</p> <p><u>New Development Supplementary Guidance</u> Places Development Criteria Delivering the Environment Strategy; Conservation Areas; Listed Buildings</p> <p><u>Proposed Renfrewshire Local Development Plan 2019</u> Policy P1 - Renfrewshire's Places Policy ENV 3 - Built and Cultural Heritage</p> <p><u>Proposed New Development Supplementary Guidance 2019</u> Places Development Criteria Delivering the Environment Strategy; Conservation Areas; Listed Buildings</p>
<p>PLANNING HISTORY</p>	<p>18/0144/PP - Formation of dormer to rear, roof terraces to side and stairs to front of flatted dwelling with alterations to windows to form doors. Granted subject to conditions 21/05/2018.</p> <p>18/0115/LB - Formation of dormer to rear, roof terraces to the side and stairs to the front of a flatted dwelling with external alterations to windows to form doors and internal alterations associated with alterations to layout. Granted subject to conditions 24/05/2018.</p> <p>18/0364/PP - Erection of two storey flatted development to rear of Greenlaw House. Refused 14/02/2019.</p> <p>19/0801/LB - Erection of three storey extension to rear of detached Grade B listed villa, to form nine flats. This is a concurrent application under consideration.</p>

DESCRIPTION	<p>The application property is a former 3 storey mansion house known as Greenlaw House and is located on Mansionhouse Road within the Oakshaw Conservation Area.</p> <p>The site is bounded by a stone wall, which varies in height between approximately 1-2m, augmented on most sides by dense mature boundary planting.</p> <p>The surrounding area is characterised by large, detached traditional sandstone properties set within extensive grounds.</p> <p>There are several house plots, within the vicinity, which have been either divided with new contemporary dwellings/extensions erected.</p> <p>Planning consent is sought for the erection of a three-storey extension to the rear of a Grade B listed building which is set within extensive gardens.</p> <p>Greenlaw House has been subdivided in the past to create bedsits and apartments and the current proposal would add an additional nine flats to the overall site.</p> <p>Th extension would be attached to the rear of Greenlaw House by means of an access corridor.</p> <p>There would be a mono blocked area to the rear of the extension which would accommodate access and parking for 32 cars for the existing and proposed flats.</p> <p>It would have a pitched roof set behind a parapet which would be finished in substitute slate tiles. External walls would be finished in a smooth render with window surrounds, base course, quoins, and roof balusters finished in cast stone. Windows would be double-glazed substitute sash and case.</p>
ASSESSMENT	<p>The application site is covered by Policy P1 'Renfrewshire's Places' which seeks to ensure that new developments within these areas are compatible and complementary to existing uses and surrounding area.</p> <p>New development proposals should make a positive contribution to the place and demonstrate that they would cause no significant impact as set out by the criteria of the New Development Supplementary Guidance.</p> <p>The proposal involves the development of an additional nine flatted properties attached to the rear of the sub-divided Greenlaw House.</p> <p>It is considered that as there is a link and therefore a relationship between the existing building and the new flatted development, this proposal is not considered to be backland</p>

development insofar as the additional flats are accommodated within an extension from the existing building.

The current proposal has been designed and shaped to take on board the reasons for refusal of a previous application in 2018. One of the reasons for refusal was that the previous proposal was a separate flatted block in the garden area of the site, behind the listed building. This proposal was considered to be backland development. The applicant has therefore changed the proposal to comply with policy.

It is considered that the relationship of the extension to the existing building does not significantly detract or impact on the rear elevation of this listed building. Nor because of its careful design, does it overly detract from the streetscene and therefore the overall conservation area. However, it is considered to be at odds with the established relationship of those units immediately adjacent to the application property.

In this way it is considered that the proposal does not respect the established development pattern in the surrounding area which is predominately characterised by large villas with direct road frontages and large rear garden areas, affording private amenity space.

Notwithstanding this, given the proximity of existing dwellings to the boundaries of the site and due to the number of additional flats to be created, it is evident that an unacceptable impact would occur in relation to the pattern of development, the use of private amenity land and resultant impact on the amenity currently enjoyed by the existing residents of Greenlaw House and the surrounding neighbouring properties.

It is not considered therefore that the proposal can be accommodated in a way which provides a quality residential environment for existing and proposed residents.

Furthermore, the proposal would introduce a one-way traffic circulation system where vehicles would enter through one access and leave via another separate access around the listed building. In this way the traffic would circulate through the site, in close proximity to the existing flats and those neighbouring properties located on either side, markedly increasing the current volume of traffic movements past these properties.

The servicing of these additional units along with the existing units on the site would also mean a significant increase in the number of bins lined up along the existing listed building in close proximity to neighbouring properties.

For these reasons, the impact on the character and amenity of the site and that experienced by surrounding residents would

be unacceptably altered through the application proposal. In this way, the proposal cannot be accommodated satisfactorily within this site.

The requirements of Policy ENV3 ' Built Heritage' also require to be considered. Policy ENV 3 states that the built heritage, which includes listed buildings and conservation areas, should be safeguarded, conserved and enhanced, where appropriate and that development proposals including enabling development, within or in the vicinity of the built heritage assets will require to demonstrate that there is no negative impact to their site or setting and is in accordance with the provisions of the New Development Supplementary Guidance.

With regard to potential impact on the listed building, Historic Environment Scotland's guidance is set out in its 'Managing Change' Guidance Notes, outlining factors to be considered in assessing the impact of a change on the setting of a historic asset or place.

With regard to extensions to listed buildings it states that points to consider include protection of the character of the listed building; that the extension should be subordinate in scale and form ; that the extension should be located on a secondary elevation; that it should be designed in a high quality manner using appropriate materials and impact on the setting of adjacent historic buildings should be considered.

In this regard, located to the rear and set down into the site, the extension would not be readily visible, if at all, in public views or from the front elevation and the principal elevation would remain unaffected.

The rear elevation would be affected to a degree but given the height of the extension proposed and that it would be attached by means of a link corridor, the rear elevation would not be entirely obscured but rather its main architectural features, which are plain and relatively simple, would remain open to view from the rear.

It is considered that the extension would appear subordinate and in contrast to the existing building, its scale, bulk, and design would not significantly detract from the character of the listed building or conservation area.

However although the build and form of the extension is not likely to significantly detract from the listed building or conservation area, it is considered that the number of new properties, the associated traffic and servicing created as a result of the proposal is likely to have an overall negative impact on the setting of the listed building and character and

	<p>appearance of the conservation area.</p> <p>The proposal is therefore not compliant with Policy ENV3.</p> <p>The applicant has submitted that the development proposed is 'enabling development' and that the future of the building cannot be guaranteed without it. The enabling nature of the development therefore requires to be considered.</p> <p>The concept of enabling development is that development, which would otherwise be contrary to established planning policy and not permissible, may be acceptable if it can be demonstrated that the public benefits of the proposal, for example restoring and securing the long term future of a listed building at risk of being lost, would outweigh any negative impacts.</p> <p>In this instance, the development proposed is found to be contrary to the policies and guidance of the Local Development Plan to such an extent that the benefits to the longevity of the listed building would not outweigh the detrimental impacts to amenity.</p> <p>In conclusion, it is considered that the proposal, would not provide an acceptable residential environment for the existing residents of Greenlaw House and neighbouring properties due to adverse amenity issues created by the development.</p> <p>Therefore, the proposal would be contrary to Policies P1 and ENV3 and the associated Supplementary Guidance.</p>
RECOMMENDATION	It is therefore recommended that the application be refused.

**Reasons for Decision**

1. That due to extension's position and the number of additional residential units proposed at the site, the development would adversely impact on the residential character and amenity of the existing adjacent residents, contrary to the requirements of Policy P1 of both the Adopted and Proposed Renfrewshire Local Development Plan and associated New Development Supplementary Guidance.
2. That due to the proposals scale and position it would impact unacceptably on the setting of the B listed Greenlaw House and overall character of the conservation area, contrary to the requirements of Policy ENV 3 of both the Adopted and Proposed Renfrewshire Local Development Plan and associated New Development Supplementary Guidance.

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.