
To: Communities, Housing and Planning Policy Board

On: 10 March 2020

Report by: Director of Communities, Housing and Planning Services

Heading: Johnstone Castle Housing Regeneration Update

1. Summary

- 1.1 A housing regeneration strategy for Johnstone Castle was approved by the Housing and Community Safety Policy Board on 26 August 2014. This included the demolition of 288 tenement properties and the construction of new, modern, energy efficient Council homes for social rent on cleared sites in the area.
 - 1.2 The first phase of redevelopment is nearing completion, with most of the demolition completed and 95 newbuild Council homes due to be ready for tenants to move in between March and early June 2020.
 - 1.3 The attached Development Framework describes the progress made to date and provides a framework for the second phase of redevelopment in Johnstone Castle, incorporating land at Cedar Avenue, Elm Drive, Maple Drive and Chestnut Place, which will be taken forward in partnership with the Link Group and Linstone Housing Association.
 - 1.4 This report seeks authority for the Director of Communities, Housing and Planning Services to pursue the compulsory acquisition of the three remaining privately owned properties at Cedar Avenue and Maple Drive to enable phase two of the regeneration strategy to be implemented.
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2. Recommendations

- 2.1 It is recommended that the Policy Board:
 - (i) notes the positive progress made to date in delivering the housing regeneration strategy for Johnstone Castle;

- (ii) notes the attached Johnstone Castle Development Framework; and
 - (ii) authorises the Director of Communities, Housing and Planning Services to pursue the compulsory acquisition by the promotion and submission for confirmation to the Scottish Ministers of the second Compulsory Purchase Order in respect of the 3 remaining privately owned properties as identified in Table 1 of this report, for housing purposes, to enable the Council's regeneration strategy to be completed.
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3. Background

- 3.1 The housing regeneration strategy for Johnstone Castle approved by the Housing and Community Safety Policy Board in August 2014 included provision for the demolition of 257 Council and 31 privately owned tenement flats and the construction of high quality newbuild Council housing to meet current and future need and demand and the aspirations of local people.
 - 3.2 Following the rehousing of tenants and the acquisition of most of the privately-owned housing, the existing tenements were demolished and newbuild construction started on site in Autumn 2018.
 - 3.3 The 95 new Council homes are now almost complete, with the first tenants due to move into their new homes in March 2020. Existing Council tenants, who moved to enable demolition and newbuild on the cleared sites, were given the option of considering a move back into the area in one of the newbuild homes and it is anticipated that around half of these new properties will be let to Council tenants who previously lived in the area.
 - 3.4 The lower density newbuild housing provides a much-improved mix of Council housing in the area, mainly back-and-front door family homes and cottage flats. Some of the ground floor cottage flats have been specially adapted to meet mobility needs and two bungalows have been designed for wheelchair users.
 - 3.5 Over the last six years, there has been extensive community engagement in developing and delivering the housing regeneration strategy.
 - 3.6 Phase 2 of the regeneration strategy will build on the progress already made in the area, with further newbuild housing for social rent planned in partnership with the Link Group and Linstone Housing Association and with grant funding support from the Scottish Government. Provision is included for this in Renfrewshire's Strategic Housing Investment Plan 2020/21 to 2024/25.
 - 3.7 Further demolition is required to enable delivery of phase 2 of the regeneration strategy. This includes demolition of Council owned blocks at Cedar Ave and Maple Drive as approved in 2014, as well as demolition of housing owned by Linstone Housing Association at Chestnut Place.
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4. **Acquisition of Private Housing: Compulsory Purchase Order**

- 4.1 Following approval of the housing regeneration strategy in 2014, officers sought to negotiate the voluntary acquisition of the 31 privately owned properties identified for demolition. The District Valuer was instructed to determine a market valuation for the properties and owners were offered compensation in terms of disturbance and home loss payments (where eligible) together with the current market value of their property. Owners were also given the opportunity to exchange their property for a Council-owned property through an excambium process.
- 4.2 To date, the Council has successfully acquired 28 of the 31 privately owned properties, 26 by voluntary acquisition and 2 properties through the first of two Compulsory Purchase Order applications. The 3 remaining privately owned properties are listed in the table below.

Table 1

Properties subject to Johnstone Castle Housing Regeneration Compulsory Purchase Order Application No: 2
24F Cedar Avenue, Johnstone Castle, Johnstone, Renfrewshire, PA5 9TH
26E Cedar Avenue, Johnstone Castle, Johnstone, Renfrewshire, PA5 9TH
11A Maple Drive, Johnstone Castle, Johnstone, Renfrewshire, PA5 9ST

- 4.3 In August 2014, the Housing and Community Safety Policy Board approved in principle the compulsory acquisition of privately-owned properties where negotiations to voluntarily acquire these properties were unsuccessful.
- 4.4 On the 24 January 2017, the Housing and Community Safety Policy Board authorised the Director of Development & Housing Services to pursue the compulsory acquisition of 8 remaining privately owned properties, including the three properties listed in Table 1 above. The subsequent Compulsory Purchase Order application was split in to two separate applications to reflect the phasing of the Johnstone Castle regeneration strategy. The first application, relating to two properties at Tower Road and Elm Drive, was submitted for confirmation to Scottish Ministers in 31 July 2017. Scottish Ministers confirmed this application on 4 September 2017 with the Council then taking ownership of these 2 properties in early 2018.
- 4.5 After protracted negotiations with the three remaining owners at Cedar Avenue and Maple Drive and a failure to reach mutually acceptable terms, the Director of Communities, Housing and Planning Services now wishes to instigate Compulsory Purchase Order proceedings through the promotion and submission of a second Compulsory Purchase Order (CPO) to the Scottish Government along with all required supporting evidence, in order to complete the regeneration of Johnstone Castle.

- 4.6 Throughout this process it is proposed that the Council will remain open to negotiations with all remaining owners. In the event of any of the properties being acquired voluntarily, the Compulsory Purchase Order process would cease in connection with that property.
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Implications of the Report

1. **Financial** – Costs associated with the acquisition of private properties as identified in Appendix 1.
2. **HR & Organisational Development** – None.
3. **Community/Council Planning** – Building strong, safe and resilient communities - Increasing the supply of affordable housing and regenerating communities.
4. **Legal** – There will be a requirement for Legal Services to carry out conveyancing work in relation to the acquisition of these 3 outstanding properties and with respect to the CPO application.
5. **Property/Assets** – The acquisition of these 3 properties would be followed by demolition to progress regeneration plans in the area.
6. **Information Technology** – None.
7. **Equality & Human Rights**

The Recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations contained in the report in that compulsory purchase will not breach the ECHR where it is authorised by law, is proportionate and where it can be demonstrated to be in the public interest. If required following implementation, the actual impact of the recommendations and the mitigating actions will be reviewed and monitored, and the results of the assessment will be published on the Council's website.
8. **Health & Safety** – None.
9. **Procurement** - None.
10. **Risk** – It is anticipated that Scottish Ministers would approve any CPO application based on the evidence, but until confirmation of any CPO application this is not guaranteed.
11. **Privacy Impact** – None.
12. **COSLA Policy Position** – Not applicable.
13. **Climate Risk** – replacing unsuitable obsolete housing stock with high quality energy efficient new homes.

List of Background Papers

- (a) Attachment – Appendix 1, List of addresses subject to the second Compulsory Purchase Order application
- (b) Johnstone Castle Housing Regeneration Update and Request for Authorisation to Pursue Compulsory Purchase Orders, Housing and Community Safety Policy Board, 24 January 2017

The foregoing background papers will be retained within Communities, Housing and Planning Services for inspection by the public for the prescribed period of four years from the date of the meeting.

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FC/LM
17 February 2020

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Johnstone Castle

Development Framework

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This framework has been prepared by Renfrewshire Council to support the ongoing regeneration and strategic housing investment programme in Johnstone Castle.

The preparation of a comprehensive housing regeneration strategy for the Johnstone Castle area was approved in 2014 by the Council. Implementation of this strategy has commenced with delivery of Phase 1 for 95 new Council homes with construction commencing in early 2019.

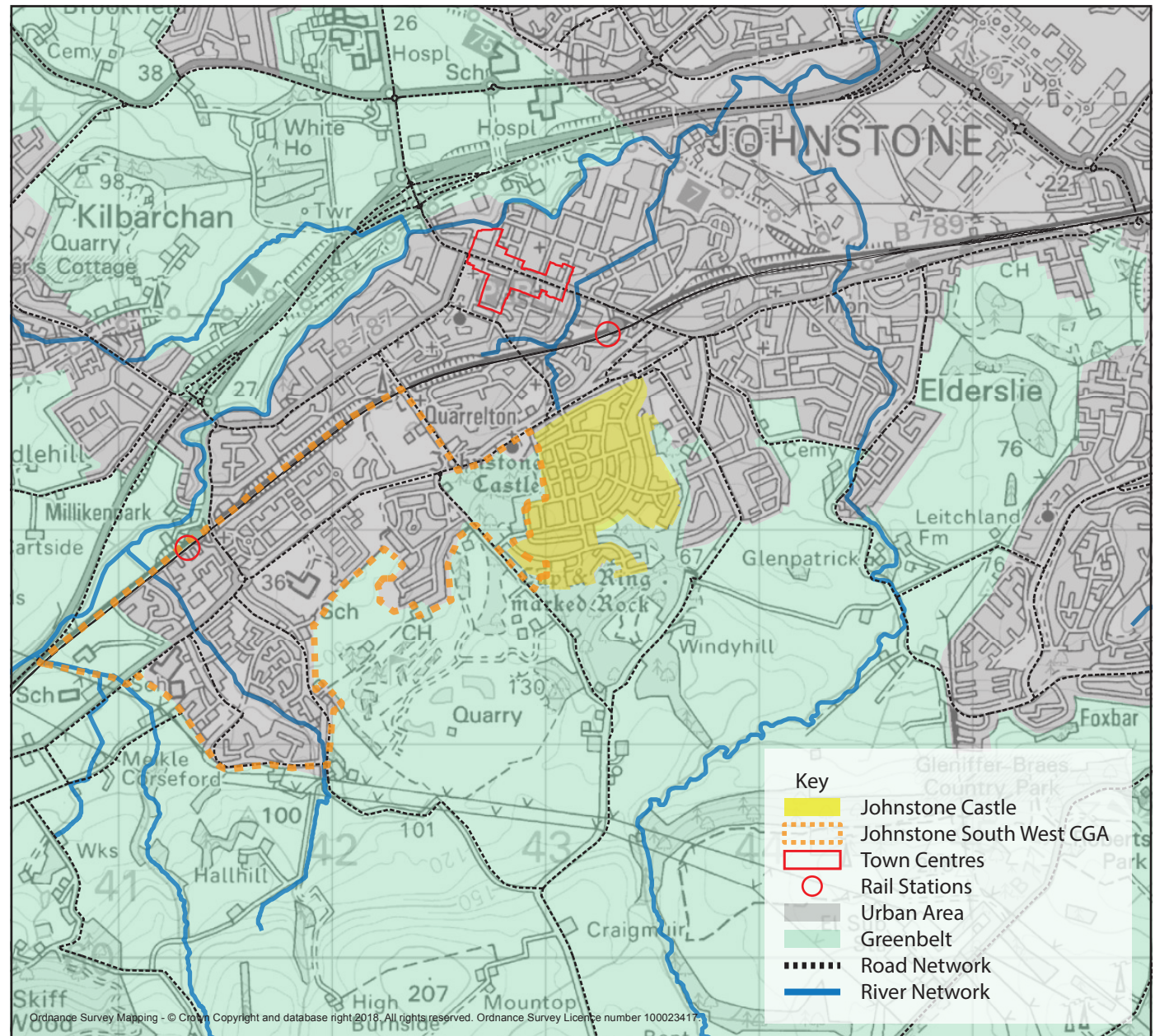
Phase 2 of the strategy will build on this successful delivery, focusing on specific flatted blocks while taking into consideration the wider Johnstone Castle area.

The aim is to ensure that new development builds on the existing strengths of the area, enhances the built fabric, providing the opportunity to create a successful place.

The aim is to rebalance the existing housing stock and provide good quality affordable homes that meets the needs and aspirations of local people.

The main objectives are as follows:

- To ensure that new housing meets current and future need and demand;
- To make the best use of housing and land assets;
- To facilitate high quality development;
- To promote high quality of urban design, incorporating place making principles;



Johnstone Castle is a predominantly residential neighbourhood of around 3,000 people located to the south of Johnstone Town Centre and west of Paisley.

The estate is bounded by Beith Road to the north and Bluebell Woods on all other sides. Beyond the woodlands to the south is Highcraigs Quarry and open countryside.

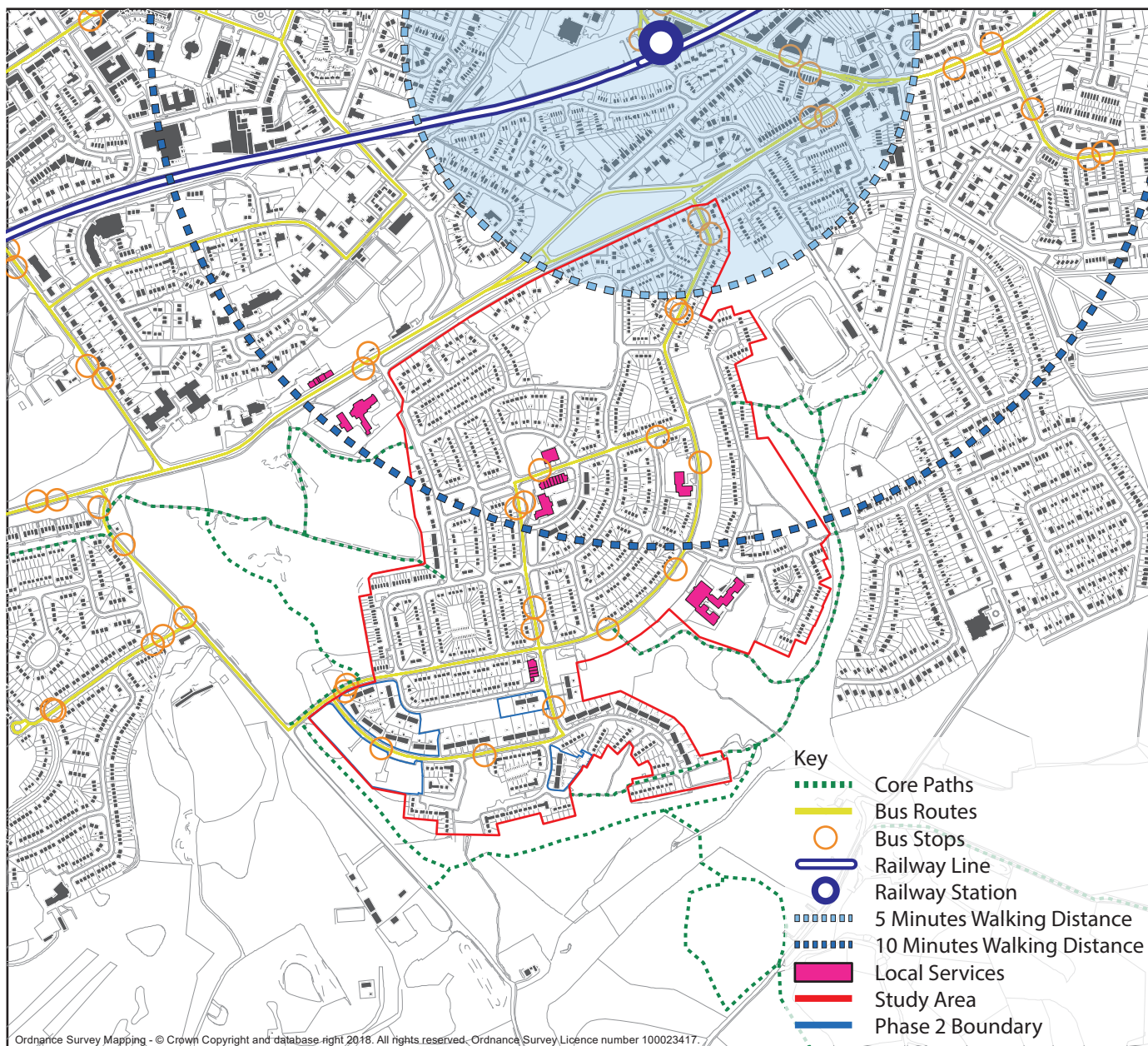
The area has an established community and is served by a number of local amenities and services characterised by access to a wide variety of open spaces. There are local shops on Beith Road, Hazel Avenue and Sycamore Avenue. Much of the north of the Johnstone Castle is also within a 10 minutes walk of Johnstone Town Centre.

Auchenlodment Primary School and Nursery serve Johnstone Castle, much of which is within a five minute walk and all of which is within a 10 minute walk. There are also two churches in the area.

Johnstone Community Centre at Pine Crescent offers facilities for the community. This is also the home of the Johnstone Castle Learning Centre which offers a varied programme of classes.

The area is well connected for all modes of transport. Bus routes and stops run throughout the area, the northern half of the area is within a 10 minute walk from the Johnstone train station and there are multiple connections to the core path network.

The road layout has a strong, irregular grid pattern giving good connections through the area.



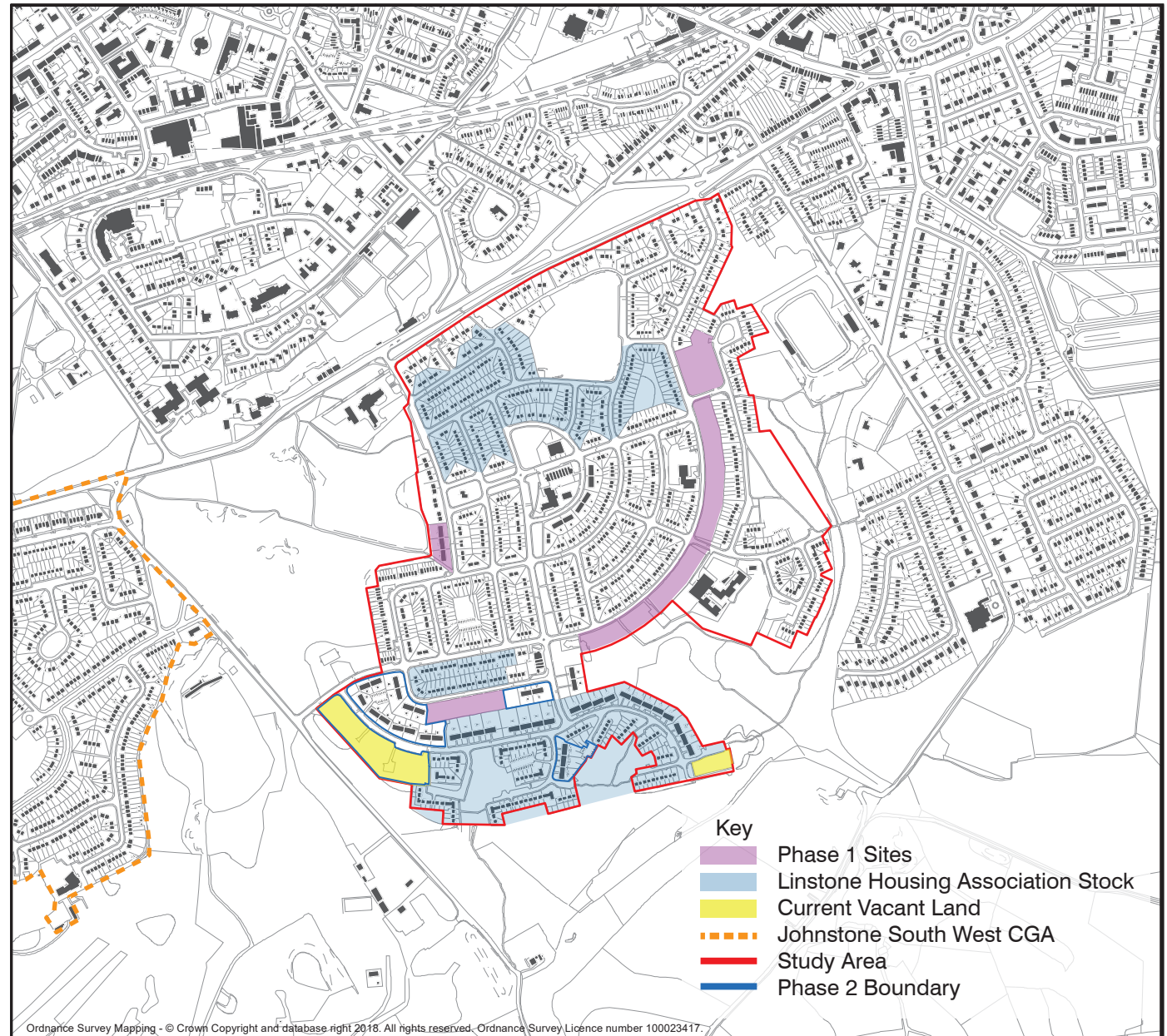
Renfrewshire Council and Linstone Housing Association's collective stock in the area is around 563 properties, with the Council's stock at around 255 properties, and Linstone's stock of around 308 properties.

Significant changes to Council stock since the 1980s due to Right to Buy as well as a downturn in demand for tenement properties in the area prompted Renfrewshire Council to consult tenants and local residents on the regeneration strategy for the area.

The focus of this strategy was on providing new high quality, lower density housing that meets the needs of the local community.

It is intended that these new build homes will help revitalise the existing community by providing accommodation that is fit for purpose for modern living and of a type that is desirable and in demand by local people.

Linstone Housing Association have also undertaken a programme of extensive works on their stock to modernise and ensure their properties meet resident's needs.



In August 2014 approval was given by Renfrewshire Council's Housing and Community Safety Policy board for the preparation of a comprehensive housing regeneration strategy for the Johnstone Castle area, to include the demolition of 288 tenements and replacement with around 100 new build homes. This work, in consultation with Linstone Housing Association and key partners will culminate in the current delivery for 95 new Council homes.

A number of properties have been demolished as part of phase 1, including:

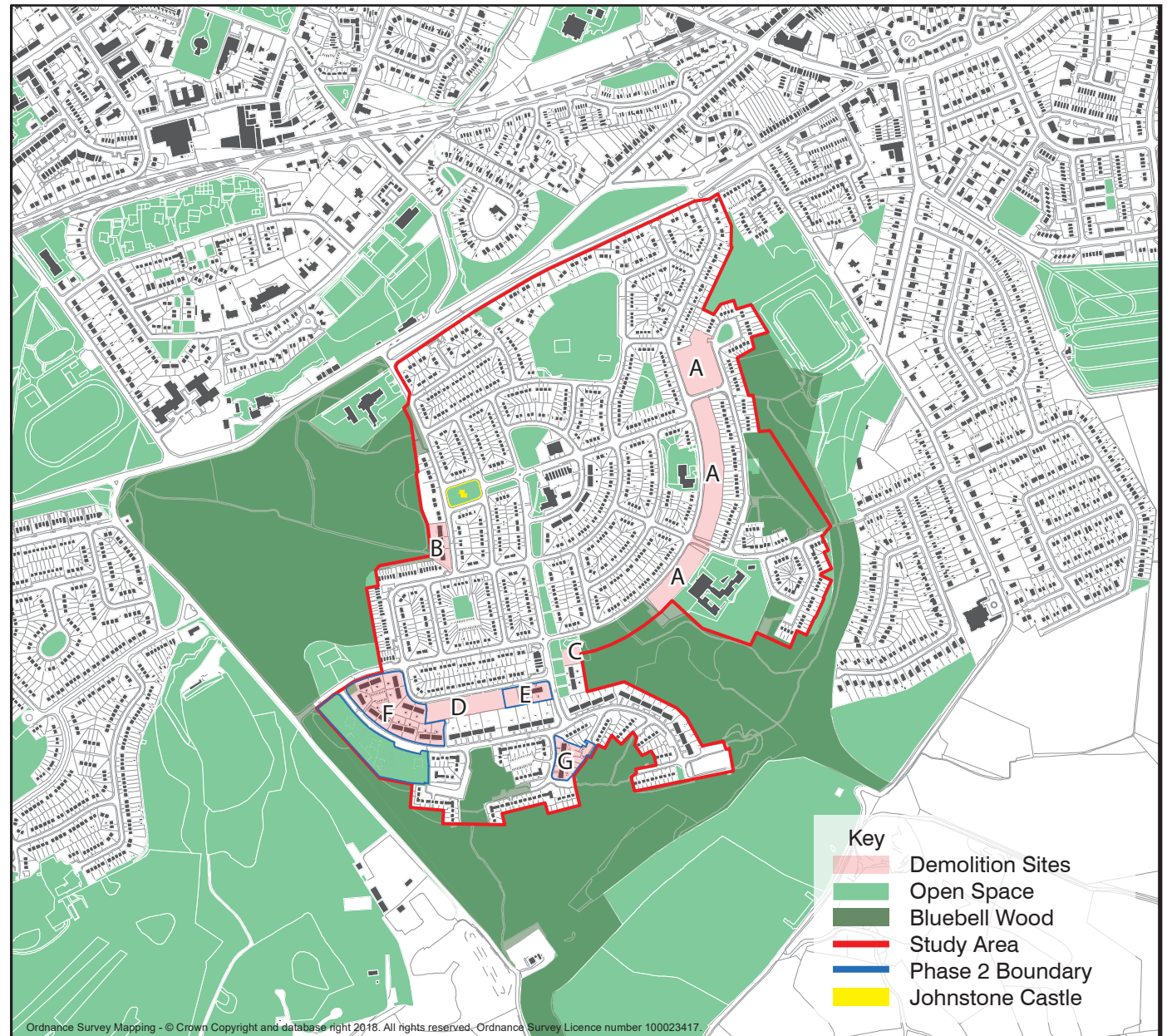
- A: 67 - 109 & 155 - 157 Elm Drive
- B: 18 - 22 Tower Road
- C: 45 Sycamore Avenue
- D: 2 - 22 Cedar Avenue

Phase 2 of the strategy will continue the work undertaken in phase 1. Proposed is the demolition of low demand properties and their replacement with homes of suitable size and type which reflect current demand, as well as investigating opportunities for water attenuation, enhanced amenity and community uses.

Demolition is planned for the following addresses to enable phase 2:

- E: 24 - 26 Cedar Avenue
- F: 1-13 Maple Drive
- G: 1 - 5 Chestnut Place

Linstone Housing Association's Board approved demolition of stock at Chestnut Place in 2014.



Phase 1 consists of 95 new build affordable and energy efficient homes, each with curtilage parking. This phase adopted a design approach of making the best use of existing roads infrastructure.

There will be a mix of mainly two and three bedroom homes, one and two bedroom, two four bedroom homes, own-door flats, as well as two specially designed bungalows for tenants with mobility requirements and four semi-detached homes with four bedrooms for larger families.



Visualisations of proposed Phase 1 Housing, Johnstone Castle



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Delivering high quality places requires a holistic approach to placemaking.

A Successful, Sustainable Place

Johnstone Castle is an established neighbourhood with a strong community. The housing led regeneration of the area will build on this to create a more sustainable mix of house types for social rent and increase the number of properties meeting contemporary energy efficiency standards.

A Low Carbon Place

Retention and reuse of existing infrastructure such as streets and utilities, as well as redevelopment of brownfield land is a resource efficient approach. New development will be required to meet modern energy efficient building standards. There is also an opportunity to provide carbon reducing technologies within new build housing.

A Natural, Resilient Place

The proposed vision aims to make the most of the natural assets in the area. The Bluebell woodland is a key feature of the area. Any new development will enhance connections to this woodland by forming a gateway.

A Connected Place

Improving the gateways into the neighbourhood and Bluebell Wood by creating overlooked routes and spaces will aim to enhance the environment for pedestrians and cyclists. Integrated parking within the development will assist in keeping routes clear for buses while retaining and reusing the existing roads infrastructure.



Coal - Development High Risk Area

The whole site is within the Scotland Coal Mining Reporting Area, with an area to the west designated as a High Risk Development Area which overlaps with the phase 2 sites. As such it is likely a Coal Risk Assessment will be required to ascertain the legacy of coal mining operations, and new development in this area will require to take full account of former coal mining activities.

Pluvial Flood Risk

The culverted Craigbog Burn runs through the area, connecting the Black Cart Water with the Old Patrick Water to the south, and follows Sycamore Avenue before diverting underneath properties on Cedar Avenue and Maple Drive. This presents areas of flood risk in proximity to the study area during periods of high rainfall.

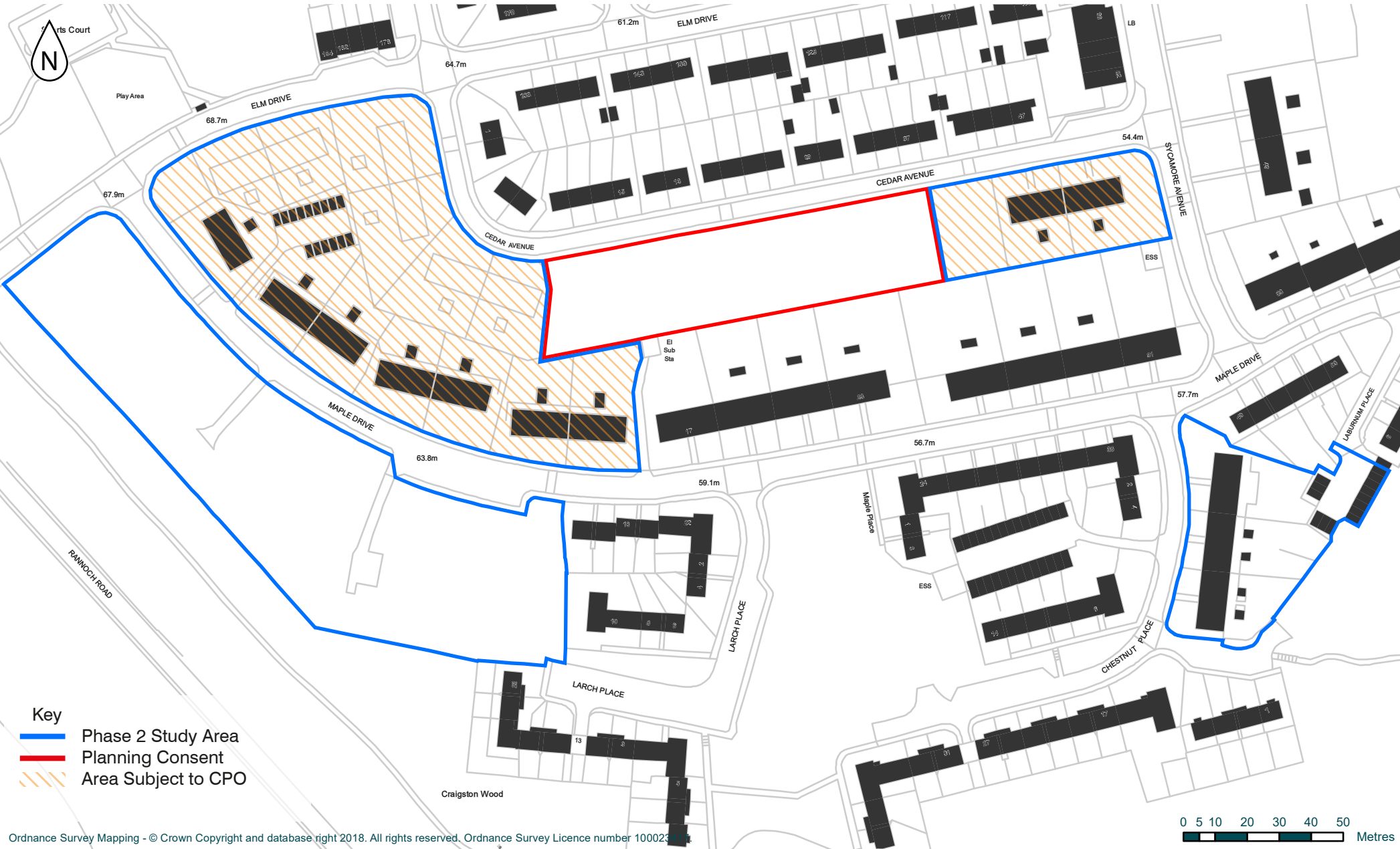
Potentially Contaminated Land

A large area of Johnstone Castle was used as a POW military camp from the 1940s until 1957 and is potentially contaminated. The area covers the north western corner of the phase 2 sites and will require site investigation to ascertain the exact level and nature of any contamination that may be present from the previous military use.

Tree Preservation Order




A Tree Preservation Order covers the entirety of Johnstone Castle to protect the Bluebell Woods, which were part of the original Johnstone estate and have significant amenity and environmental value. This Order requires the local planning authority's written consent prior to the felling, topping, lopping or uprooting of trees.









National Policy	<p>Designing Streets - A Policy Statement for Scotland</p> <p>Designing Places - A Policy Statement for Scotland</p> <p>Creating Places - A Policy Statement on Architecture & Place for Scotland</p>	
Regional Policy	<p>Renfrewshire Local Development Plan 2014</p>	
Supplementary Guidance	<p>Renfrewshire LDP Supplementary Guidance 2014</p> <p>Renfrewshire's Places: Residential Design Guide 2015</p>	

Placemaking Principles

Distinctive

Opportunities for creating a sense of identity

Safe & Pleasant

Opportunities for creating safe and pleasant spaces

Welcoming

Opportunities for creating a sense of welcome

Easy to Move Around

Opportunities for creating easier movement

Resource Efficient

Opportunities for making good use of resources

Adaptable

Opportunities for making a place adaptable

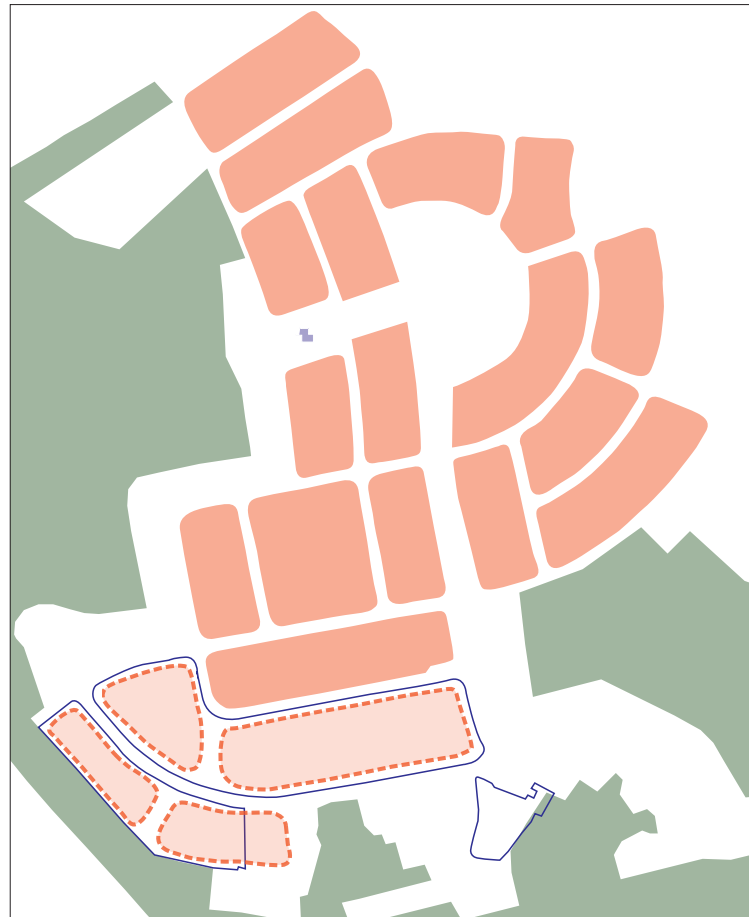
Aims and Aspirations

The Scottish Government sets clear design guidance and aspirations via three Policy Statements, which aim to embed design principles into relevant policy and decision making.

This guidance has been captured through Renfrewshire Council's own policy documents, culminating in six key placemaking principles.

These six placemaking principles have been the basis for the design of an indicative layout for the phase 2 study area, which aims to understand the 'DNA' of Johnstone Castle.

The following three diagrams explain a design process which has focused on reinforcing the key qualities that makes the area successful, while also testing key urban moves that create a strong connection to the Bluebell Woods and re-examine the street section.



Enhancing the Urban Fabric

It is important that the continued regeneration of Johnstone Castle takes into consideration the existing attributes of the area. Any new development should be based on a thorough analysis of what makes the existing built form in Johnstone Castle a successful urban environment.

The existing urban fabric of Johnstone Castle sets a strong organic grid pattern for the area, with largely consistent block and plot sizes for semi-detached and terraced houses. The blue line indicates the phase 2 area, and indicative block sizes have been overlaid on the adjacent diagram to explore the scale differences with the wider Johnstone Castle context.

The diagram demonstrates that the blocks would benefit from additional through routes and connections to help create improved permeability for residents, particularly with the Bluebell Woods that surround the area.

The desired typology for the new build housing is semi-detached and terraced housing which will create additional space will be available for rear parking courts and public amenity space.

Placemaking Principles

Distinctive

Opportunities for creating a sense of identity

Safe & Pleasant

Opportunities for creating safe and pleasant spaces

Welcoming

Opportunities for creating a sense of welcome

Easy to Move Around

Opportunities for creating easier movement

Resource Efficient

Opportunities for making good use of resources

Adaptable

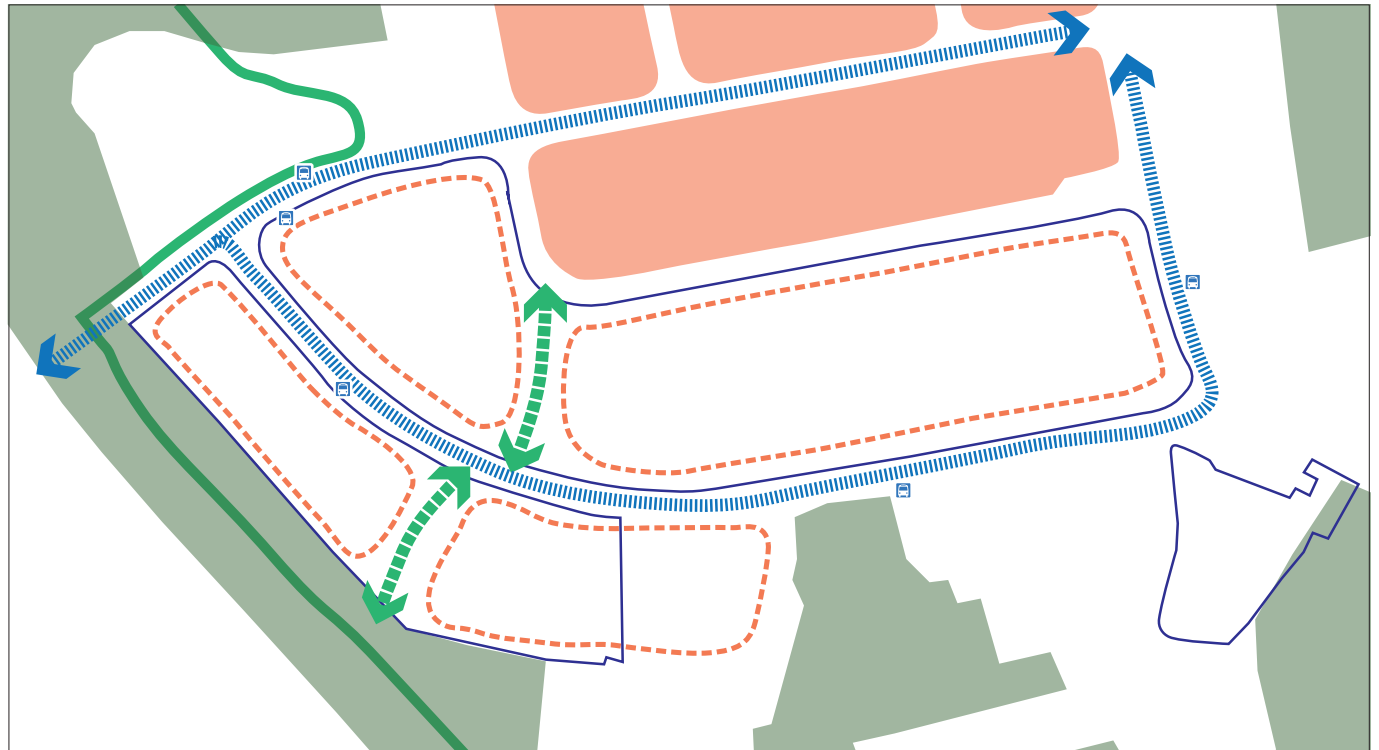
Opportunities for making a place adaptable

Reinforcing the Sense of Place

Johnstone Castle is surrounded by an area of natural woodland that provides setting and amenity value for residents. The existing fabric of Johnstone Castle is reasonably well connected with the Bluebell Woods, with informal paths visible in several locations and a core path indicated in green marking a north south route.

There is an opportunity in the phase 2 development to create a formal path link to the Bluebell Woods. Passive surveillance will be required to ensure that these connections feel safe and welcoming.

Existing bus routes connect Johnstone Castle with Rannoch Road to the west, with several bus stops on the streets surrounding the two sites. Cognisance has been taken of the requirements for bus access on these routes, with secondary roads provided to allow visitor parking and access to the deeper plots.



Placemaking Principles

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Easy to Move Around

Opportunities for creating easier movement

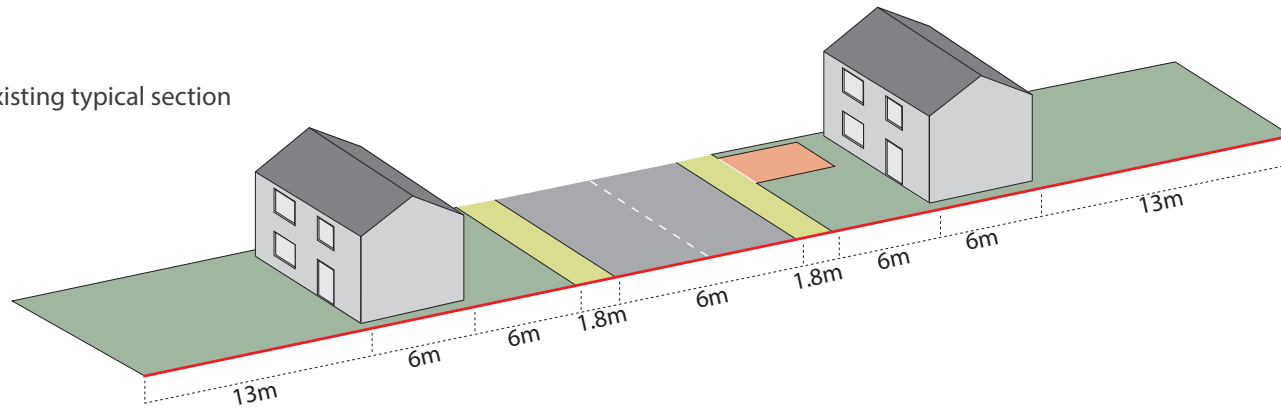
Resource Efficient

Opportunities for making good use of resources

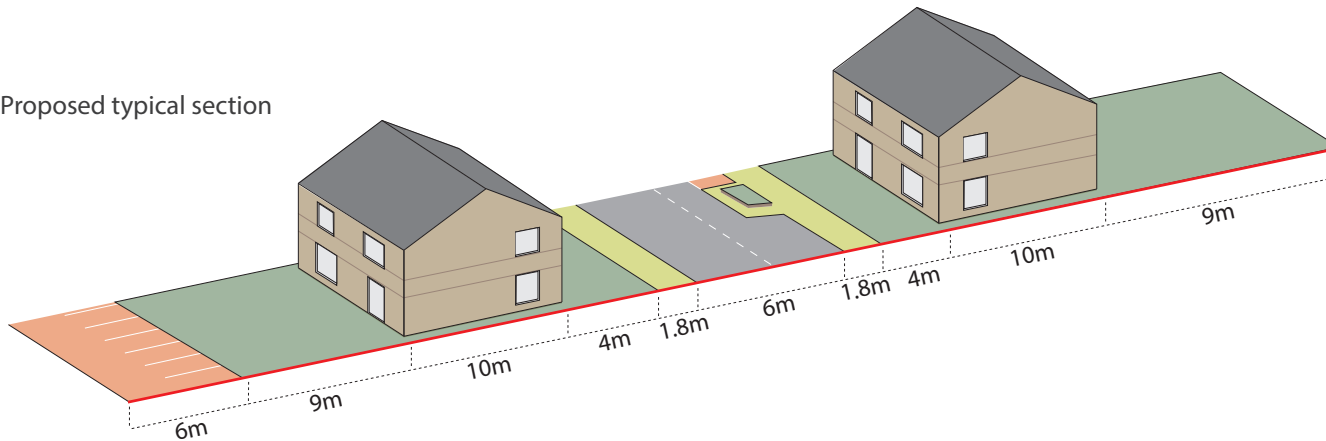
Adaptable

Opportunities for making a place adaptable

Existing typical section



Proposed typical section



Refining the Street Edge

A typical section through Johnstone Castle features small 1970s era two storey council housing with a large rear garden. Front gardens are consistent and large enough to accommodate a parking space, though mostly gardens remain intact with mature hedgerows.

The phase 2 plots are larger than the typical Johnstone Castle urban block, which allows for potential improvements to the streetscape while still retaining the specific Johnstone Castle character.

This includes creating formalised visitor parking on street in combination with traffic calming measures and the creation of rear parking courts to move parking away from the street edge. The reduction in width of front gardens to 4 metres would also reduce the need to convert driveways and ensure the retention of a garden frontage to the street.

Placemaking Principles

Distinctive

Opportunities for creating a sense of identity

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Opportunities for creating safe and pleasant spaces

Welcoming

Opportunities for creating a sense of welcome

Easy to Move Around

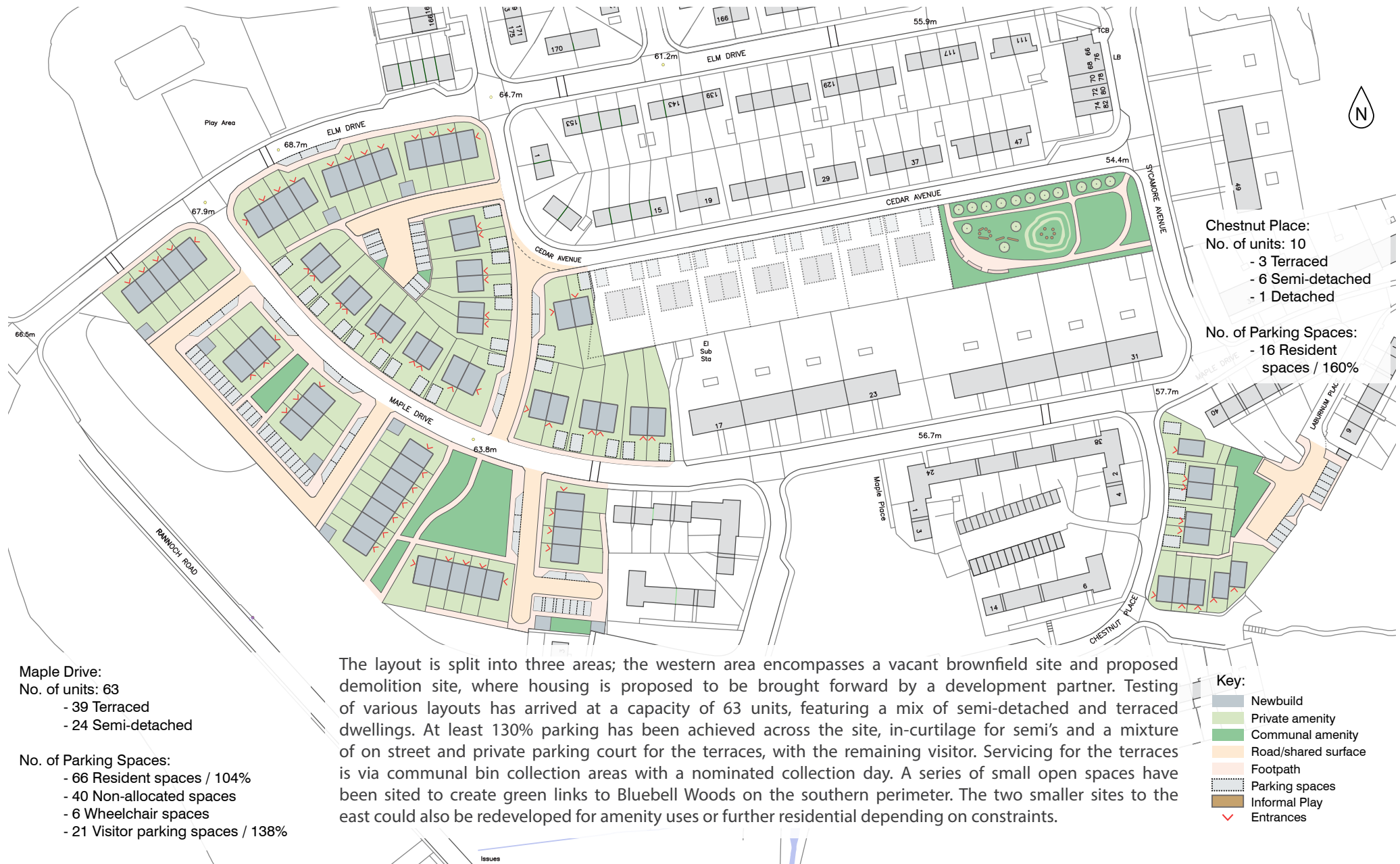
Opportunities for creating easier movement

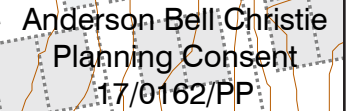
Resource Efficient

Opportunities for making good use of resources

Adaptable

Opportunities for making a place adaptable





Unit typology ties in with existing consent on Cedar Ave.

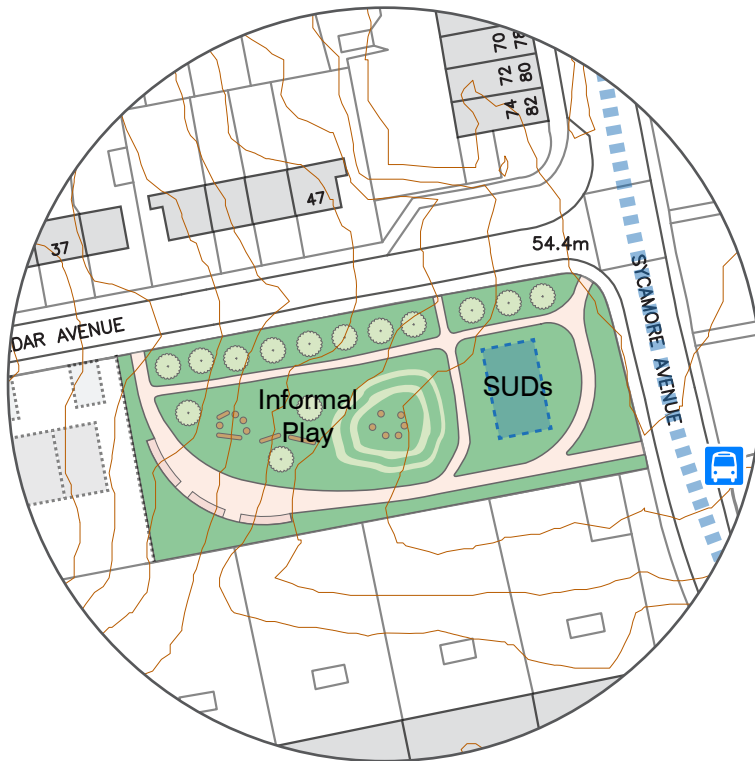


Strong street edge to key streets (Elm Drive), with parking relocated to the rear to reduce impact on bus route.



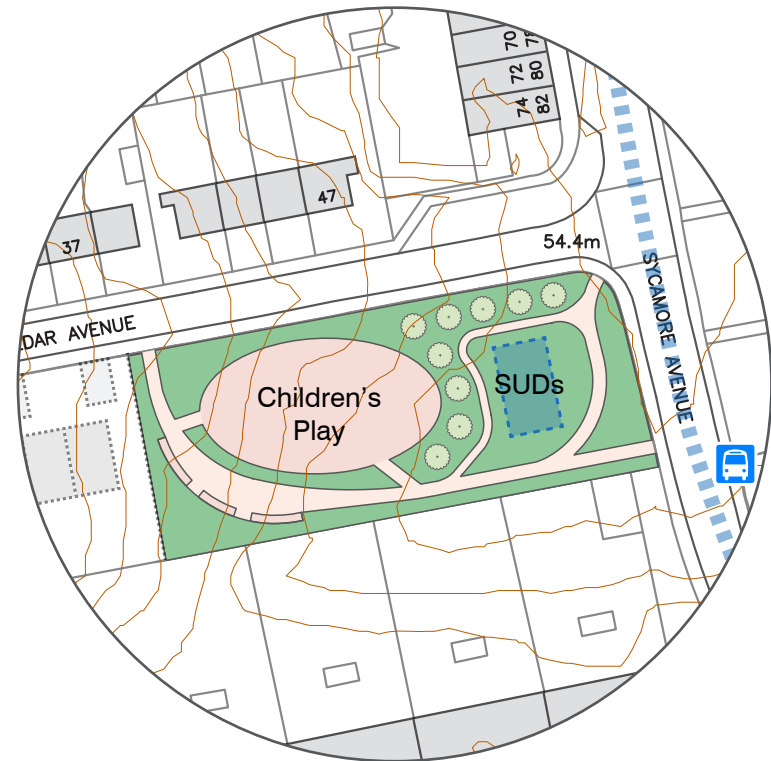
Active gables provide passive surveillance to enhance a feeling of safety while not compromising residents privacy

Typography and surface water constraints within the area are may preclude development at Cedar Avenue and Chestnut Place. While opportunities for development will be considered, a range of alternative options have been considered in this context.



Informal Playground

The demolition of the flatted block at 24 - 26 Cedar Avenue provides an opportunity to create an area of enhanced landscaping with a positive and functional use for the community. The above diagram demonstrates a layout for an informal play area with space provided for water attenuation.



Neighbourhood Park

Alternatively the above diagram demonstrates that a formal playground would fit comfortably within the site area.

Chestnut Place



Redevelopment

The demolition of three tenement blocks on this site could provide an opportunity to redevelop and provide different housing types, taking cognisance of the steep topography. The above diagram demonstrates a layout for nine units including detached, semi-detached and terraced homes, with a mix of incutillage parking and a private parking court to make effective use of the site.



Community Growing Grounds and Orchard

Three tenement blocks are proposed to be demolished on this site. In the event that no housing redevelopment was proposed, there could be an opportunity to provide a community use on this site - the above diagram demonstrates the potential for a community led allotment site, as well as a fruit orchard.



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