



Reference No	24/0316/PP
Application Type	Planning Permission
Proposal	Conversion of vacant nursing home to form 17 flats with associated parking and landscaping.
Location	Priory Park Nursing Home, 19 - 21 Main Road, Paisley
Ward	4 - Paisley Northwest
Community Council	Paisley West and Central Community Council
Applicant	P Zace PZ Investments Limited
Recommendation	Grant subject to conditions
All plans, reports, documents and representations relating to this application can be viewed in full online at https://pl-bs.renfrewshire.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=SCWKVOMWHAQ00	

This report fulfils the requirements of regulation 16, Schedule 2, paragraphs 3(c) and 4 of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013.

The report is presented to the Planning and Climate Change Policy Board in line with the Council's Scheme of Delegation.

Proposal

This application seeks the conversion of a vacant nursing home to form 17 flats with associated parking and landscaping at the former Priory Park Nursing Home at 19-21 Main Road, Paisley. The flats would be formed over 4 levels.

The development would utilise the existing entrance and exit from Main Road. Existing parking spaces would be utilised as well as additional space created to form a total of 30 spaces.

Amenity space would be to the western side of the building and to the rear (north). Any external alterations to the building would be minimal and would mainly relate to windows, doors parking. Bin storage areas would also be positioned along the site frontage in 2 separate areas.

Site Description

The application site is located within a predominantly residential area to the south of Castlehead High School. The site is located within the Castlehead Conservation Area as identified within the Adopted Renfrewshire Local Development Plan (LDP) and is characterised by substantial Victorian villas set within large gardens with mature trees. The application site comprises of a traditional sandstone villa and a modern 3 storey addition which was previously operated as a nursing home. Castlehead High School is located to the north of the site. There are residential properties to the west and south of the site and a wooded area (within ownership of the applicant) is located immediately to the east of the site.

Pre-Application Consultation with Officers

The Scottish Government strongly encourages constructive pre-application discussions between prospective applicants and the planning authority. Pre-application discussions seek to identify key planning considerations at an early stage and help inform what supporting information is required to support a subsequent application.

No pre-application discussions have taken place.

Site History

The planning history for the site is as follows;

Application No: 23/0217/PP

Description: Conversion of nursing home to form 17 flats with associated parking and landscaping

Decision: Withdrawn

Application No: 19/0681/PP

Description: Conversion of vacant nursing home to form 17 flats with associated parking and landscaping.

Decision: Grant subject to conditions

Application No: 07/0370/PP

Description: Erection of assisted flatted development comprising 13 units.

Decision: Refused

Application No: 06/0172/PP

Description: Erection of 3 storey side/rear extension and erection of 2 storey front/side extension and installation of side window to nursing home. (Amendment to planning consent 05/750/PP)

Decision: Grant subject to conditions

Application No: 05/0750/PP

Description: Erection of three storey extension to the rear of the nursing home to accommodate a store, bathroom and administration office.

Decision: Grant subject to conditions

Application No: 01/0219/PP

Description: Alterations and extension to existing nursing home, including formation of parking.

Decision: Grant subject to conditions

Application No: 99/0909/PP

Description: Erection of residential development comprising 9 sheltered flats and formation of car parking.

Decision: Withdrawn

Consultations

Children's Services – No objection.

Chief Executive's Service (Roads Development) – Object on the basis that the footways, lighting and carriageway along Main Road are not in a suitable condition thus making connectivity to the town centre more difficult. Unfortunately, although these are outwith the developers control they require to be brought up to an adoptable standard. Comments are also provided with regards to cycle parking, charging, a Transport Statement and a Bin Statement. There is also a deficit of 2 parking spaces as 28 spaces are required plus 4 visitor spaces. It is noted that the developer has control of the footpath across the site frontage by means of an agreement with interested parties.

Environment, Housing & Infrastructure (Env. Protection) – No objections

Representations

The application has been publicised in line with the requirements of the relevant legislation. The following representations were received:

Object - 11
Support - 0
Neutral – 0

The matters raised in the letters of representation can be summarised as follows.

1. High density development
2. Not in-keeping with conservation area
3. Impact of vehicles on road and road maintenance issues
4. Impact on traffic and traffic safety
5. Length of time to complete building works
6. Impact on adjoining wooded area
7. Impact on utilities
8. Loss of light
9. Loss of trees, tree protection and trees not marked correctly on plan
10. Impact on wildlife
11. Increased waste
12. Poor lit road
13. Lack of open space
14. Increased carbon emissions
15. Impact on privacy

Policy Context

In making any determination under the Planning Acts, regard is to be had to the development plan unless material considerations indicate otherwise. In this instance the Development Plan consists of National Planning Framework 4 (NPF4) and the Renfrewshire Local Development Plan (2021) (LDP).

The following provisions of the Development Plan are considered relevant to the determination of this application:

National Planning Framework 4

Policy 1 - Tackling the climate and nature crises

Policy 2 - Climate mitigation and adaptation

Policy 3 – Biodiversity

Policy 6 – Forestry, woodland and trees

Policy 7 - Historic assets and places

Policy 9 - Brownfield, vacant and derelict land and empty buildings

Policy 14 - Design, quality and place

Policy 15 - Local Living and 20 minute neighbourhoods

Policy 16 - Quality homes

Full details relating to the policies of the NPF4 can be found [online](#).

Renfrewshire Local Development Plan

Policy P1 - Renfrewshire's Places

Policy P2 - Housing Land Supply

Policy ENV 2 – Natural Heritage

Policy ENV3 - Built and Cultural Heritage

Policy I1 – Connecting Places

Policy I7 – Zero and Low Carbon Buildings

Full details relating to the policies of the LDP can be found [online](#).

Supplementary Guidance

Delivering the Environment Strategy
Delivering the Infrastructure Strategy
Delivering the Places Strategy

Material Considerations

Renfrewshire Council's Residential Design Guide
Renfrewshire Planning & Development Tree Policy – 2022
Historic Environment Scotland's Historic Environment Policy for Scotland (HEPS) 2019 and associated "Managing Change in the Historic Environment" guidance notes.

Submitted Reports and Assessments

In assessing and reporting on a planning application the Council is required to provide details of any report or assessment submitted as set out in Regulation 16, Schedule 2, para 4(c) (i) to (iv) of the Development Management Regulations.

No reports or assessments have been submitted in support of the application.

Scottish Ministers Direction

In determining a planning application, the Council is required to provide details of any Direction made by Scottish Ministers under Regulation 30 (Directions requiring consultation), Regulation 31 (Directions requiring information), Regulation 32 (Directions restricting the grant of planning permission) and Regulation 33 (Directions requiring consideration of condition) of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013, or under Regulation 50 (that development is EIA development) of The Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017.

None.

Planning Assessment

National Planning Framework 4 (NPF4) provides the long-term national spatial strategy for planning in Scotland. It sets out the Scottish Government's current view on delivering sustainable, liveable, and productive places through the application of spatial principles. Policy 9 relates to the reuse of brownfield, vacant and derelict land and empty buildings. The building has been vacant for a number of years and is in a state of disrepair. The proposals would bring the building back into use and provide 17 new dwellings in a residential area. As such, it would comply with this policy.

The application site is covered by Policy P1 of the Adopted Renfrewshire Local Development Plan (2021) which states that within uncoloured areas on the Proposals Maps there will be a general presumption in favour of a continuance of the built form. The application site is located within a residential area where housing would be an appropriate use which would contribute towards meeting Renfrewshire's Housing Need and Demand and support Policy P2.

The development of the site for residential use would comply with the development plan 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.

These documents set out a range of considerations that form the basis of good places design. Each consideration will be assessed in turn.

Context and Character

With regard to the context and character of the development, the land use is appropriate for the location which is characterised by residential land uses. Due to the nature of existing development at this location, adequate services are in place to serve the proposals.

It is proposed to remove 4 trees along the southern boundary. However, 7 additional trees would be planted along the southern and eastern boundary. There are no other key landscape features within the site which require assessment. Landscaping for the development would also be provided and details can be considered through the imposition of an appropriate condition. It is considered that the proposal would be sympathetic to the character and appearance of the surrounding area and would be complimentary to other residential properties within the vicinity of the site. Overall, the development is considered to adequately address its location in terms of context and character as set out within the Supplementary Guidance.

Access & Connectivity

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 I1 advocate good accessibility and connectivity to walking, cycling and public transport.

The site is located on Main Road, within Castlehead which is in close proximity to George Street, a main route to Paisley town centre, with bus links and Paisley Canal railway station is a 15 min walk. As such, it is considered the site offers suitable sustainable transport options to satisfy Policy 13, 15 and I1.

With regards to the Council's Chief Executive's Service (Roads Development), Main Road is an existing unadopted road where there are a number of residential properties utilising the road and footpath to access the dwellings. The proposal relates to an existing building which was previously occupied by a nursing home and planning permission has previously been approved for a similar residential development to the one subject to this report. The length of Main Road is outwith the control of the applicant and given the nature of the proposal, it is not possible or proportionate to request an upgrade of the entire length of the carriageway to the A761. A condition to upgrade the footpath along the frontage of the site could be imposed to improve pedestrian access into the site and this is in the control of the applicant through an agreement with interested parties. With regards to the parking shortfall of 2 spaces, as discussed above, the site is walking distance to the A761 and George St which have direct links to the town centre. Cycle parking could also be secured through a planning condition. It is also considered that the carriageway adjacent to the site could accommodate on-street parking should the need arise. For these reasons, it is also not considered necessary to request a Transport Statement. A condition could also be imposed to ensure waste was appropriately managed through the submission of a waste management strategy.

Layout and Built Form

The residential character of the area has been well established and has a mix of dwelling types. There is a mix of residential scales, with a wide variety in heights and building forms. The proposed development would not introduce a significant physical change to the appearance of the building and would mainly comprise of upgraded windows etc. which would be a welcome improvement to the protection of the character of the conservation area given the building has been vacant for a considerable period. As such it is considered that the development would comply with Policies 7 and ENV3.

It is noted that the building was previously used as a nursing home and the layout is on balance, considered acceptable in achieving an acceptable level of amenity for the flats.

Overall, it is considered that the layout and built form would be acceptable and would not have a detrimental impact on the character and appearance of the development and surrounding conservation area.

Environment and Community

It is proposed to remove 4 trees at the site frontage. However, landscaping is proposed along the site frontage boundary and eastern boundary. New trees would also be planted within the site. An appropriate condition would be attached with respect to landscaping and to secure the additional tree planting.

Policy 6, Policy ENV2 and the Council's Planning and Development Tree Policy seek to ensure that due consideration is given to the safeguarding of trees as part of the proposed layout. Policy 3 also seeks to enhance biodiversity. For the reasons discussed above, it is considered that although trees would be removed due to the nature of the works, the proposed landscaping would ensure that appropriate measures would be put in place in relation to biodiversity.

Buildings and Design

As discussed above, it is considered that the proposed development of the existing building for re-use would improve the character and appearance of the surrounding area and the development would be in an appropriate location in accordance with Policies 14 and 16.

It is also considered that the development would ensure the re-use of a visually prominent building within the conservation area and would have a positive impact on the character and appearance of the surrounding area, as such it would comply with Policies 7 and ENV3.

The buildings would also have a number of measures to reduce energy use and CO2 emissions including photo voltaic panels etc. in accordance with Policies 1, 2 and 17.

In response to the issues raised by the representees

- High density development
- Not in-keeping with conservation area

The application relates to existing buildings which have been vacant for some time and the application does not propose any extensions to increase the footprint of the buildings. As such, it is not considered that the proposal would impact on the built form of the established residential pattern of the surrounding area. The site is within a residential area, development is acceptable in principle. The buildings have a large footprint and have 3 levels including attic space which could accommodate conversion to flats to facilitate the re-use of the vacant building. As such, it is considered that the re-use of this vacant building would have a positive impact on the character and appearance of the conservation area.

- Impact of vehicles on road and road maintenance issues
- Impact on traffic and traffic safety

The proposed development relates to an existing building where the previous use as a nursing home would have generated a number of vehicular trips. The site is located within a residential area where there are a number of residential properties already utilising the unadopted road. It is considered that due to the nature of the proposal, the development would not unacceptably impact on the surrounding road network, given the site's previous use. The issue of upkeep of the private road is a separate legal matter for the parties with an interest in the road and footpaths. Although the Council's Chief Executive's Service (Roads Development) have raised issues with regards to upgrading the footpath frontages etc. concerns have not been raised with respect to road safety.

- Length of time to complete building works

The development relates to a conversion of an existing building within a residential area. The time taken to complete the development would not be a material planning consideration.

- Impact on adjoining wooded area

It is not proposed to develop the wooded area. Additional planting is also proposed in this area, details of which can be secured via an appropriate condition.

- Impact on utilities

The development relates to an existing building where there would be existing utilities.

- Loss of light

It is not considered that the development would have any significant additional impact on light to dwellings within the vicinity to that existing.

- Loss of trees, tree protection and trees not marked correctly on plan

It is proposed to remove 5 trees at the site frontage. However, mature trees would be retained and 8 new trees are proposed. Landscaping is proposed along the site frontage boundary and eastern boundary. An appropriate condition would be attached with respect to landscaping.

- Impact on wildlife

There are no specific designations relating to wildlife covering the site. Furthermore, the proposal does not represent any significant physical development, other than the formation of parking spaces. However, the developer must consider any protected species that may be present when developing the site and best practice should be followed.

- Increased waste

It is not considered that the development would result in a significant increase in waste from its previous use as a nursing home where a waste collection regime would have been in operation. It is considered appropriate to attach a condition to request details of a waste strategy for the development.

- Poor lit road

As discussed, the Main Road is an unadopted road that currently serves a number of existing residential properties. The proposed development would utilise an existing building which was previously occupied as a nursing home where there would have been a number of vehicular trips associated with this use. Any upgrade to the road and lighting would be a private matter for the developer and other interested parties.

- Lack of open space

There would be amenity space to the rear of the flatted properties and also to the north west corner of the site which is considered to be proportionate to a development of this nature.

- Increased carbon emissions

It is considered that the re-use of an existing building would be more sustainable than a new build and introduce the opportunity to improve the fabric of the building. It would be more energy efficient through improved heating systems, replacement windows and photovoltaic panels etc.

- Impact on privacy

It is not considered that the proposal would have a detrimental impact on privacy of adjacent properties. No new windows would be introduced.

For the reasons set out above, it is considered that the proposal would be acceptable, the re-use of the building would have a positive impact on Castlehead Conservation Area and would accord with the relevant provisions of the Development Plan.

Section 75 Obligations

The Council is required to provide a summary of the terms of any planning obligation which is required to be entered into under Section 75 of the Town and Country Planning (Scotland) Act in relation to the grant of permission for the proposed development.

None.

Conclusion

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 subject to conditions.

Recommendation

Grant subject to conditions.

Reason(s) for Recommendation

1. 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.

Condition(s)

1. That before any development of the site commences, a scheme of landscaping, for the site, shall be submitted to, and approved 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) details of the phasing of these works;
 - (d) details on how retained trees will be protected through the construction phase and future use of the site.

Reason: In the interests of the visual amenity of the area.

2. That the details of the landscaping scheme approved under the terms of condition 1 above shall be carried out in the first planting season and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which, within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless Renfrewshire Council as Planning Authority gives written consent to any variation.

Reason: In the interest of the visual amenity of the area.

3. That, prior to the commencement of development, a detailed schedule of the proposed external finishes for the flats, together with a plan and schedule of the surface treatments to be used on the roads, parking spaces, hardstandings and footpaths within the site shall be submitted for the written approval of Renfrewshire Council as Planning Authority. Thereafter, these shall be constructed only in accordance with such details as approved to the satisfaction of Renfrewshire Council as Planning Authority.

Reason: In the interest of the amenity of the area.

4. That prior to the commencement of the development, details of all boundary treatments to be formed shall be submitted for the written approval of Renfrewshire Council as Planning Authority. Thereafter, all boundary fences and walls, including any retaining walls as may be approved shall be erected prior to the occupation of the flats to the satisfaction of Renfrewshire Council as Planning Authority.

Reason: In the interest of the amenity of the area.

5. That prior to the commencement of the development, details of footpath connections to flat entrances within the site shall be submitted for the written approval of Renfrewshire Council as Planning Authority. For the avoidance of doubt, this shall include footpath levels, retention details and surface finishes. Thereafter, footpaths shall be constructed only in accordance with such details as may be approved to the satisfaction of Renfrewshire Council as Planning Authority.

Reason: In the interest of the amenity of the area.

6. That prior to the occupation of the first flat, the footpath along the whole length of the site frontage as detailed on approved site plan (P01 Rev B) shall be upgraded to an adoptable standard and thereafter maintained to the satisfaction of Renfrewshire Council as Planning Authority.

Reason: To ensure that the footpath is suitable for pedestrian use.

7. That prior to the occupation of the first flat, cycle parking shall be provided, details of which shall be submitted to and approved in writing by Renfrewshire Council as Planning Authority.

Reason: To ensure adequate provision for cycle parking.

8. That prior to the commencement of development full details of a waste strategy for the development shall be submitted for the written approval of Renfrewshire Council as Planning Authority. For the avoidance of doubt the strategy shall detail how bins will be emptied and show the bin storage areas and any associated bin stores together with a swept path analysis if bin lorries are to enter the site. Thereafter the waste strategy shall be implemented in accordance with the approved arrangements to the satisfaction of Renfrewshire Council as Planning Authority.

Reason: In the interests of amenity.

Advisory Note(s)

1. None

Schedule of Plans Determined

Drawing Number	Revision	Drawing/Document Title
E01		Location Plan
P01 B		Proposed Site Layout
E02		Lower Ground and Ground Floor Plans as existing
E03		First Floor, Second Floor and Roof Plans as Existing
E05		Gable Elevations existing
E04		Main Elevations as existing
P03		First Floor and Second Floor and Roof Plan as proposed
P05		Gable Elevations as proposed
P02		Lower Ground Floor and Ground Floor as proposed
P04		Main Elevations as proposed

For further information please contact Fiona Knighton, Development Standards Team, Email: fiona.knighton@renfrewshire.gov.uk