Planning Application: Report of Handling

Reference No. 20/0217/PP

Renfrewshire Council

KEY INFORMATION

Ward (4)
Paisley North West

Applicant:
JR Construction Scotland Ltd
Cardea House
5 Sandyford Road
Paisley
PA3 4HO

Registered:
20 April 2020

RECOMMENDATION

Grant subject to Conditions

Fraser Carlin
Head of Planning and Housing

Report by Director of Communities, Housing and Planning Services

PROSPECTIVE PROPOSAL: Erection of student accommodation, partial demolition of existing building with façade retention and associated external alterations, and erection of bin store.

LOCATION: TA Centre, 76 High Street, Paisley, PA1 2BA

APPLICATION FOR: Full Planning Permission



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IDENTIFIED KEY ISSUES

- The proposals accord with Policy C1 'Strategic Town Centres' within the Adopted Renfrewshire Local Development Plan (2014), and Policy C1 'Renfrewshire's Network of Centres' within the Proposed Renfrewshire Local Development Plan (2019).
- The TA Centre is category B listed. The neighbouring Coats Memorial Church and Paisley Museum are category A listed.
- The site is within Paisley Town Centre Conservation Area.
- There have been 10 representation, 8 against and 2 in favour of the development.
- There have been no objections from consultees.

RENFREWSHIRE COUNCIL

COMMUNITIES, HOUSING AND PLANNING SERVICES
REPORT OF HANDLING FOR APPLICATION 20/0217/PP

APPLICANT:	JR Construction Scotland Ltd Cardea House 5 Sandyford Road Paisley PA3 4HO
SITE ADDRESS:	TA Centre, 76 High Street, Paisley, PA1 2BA
PROPOSAL:	Erection of student accommodation, partial demolition of existing building with façade retention and associated external alterations, and erection of bin store
APPLICATION FOR:	Full Planning Permission

NUMBER OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED:	10 representation have been received, 8 raised objections while 2 expressed support of the development. The points raised against the development can be summarised as follows: 1 - Inappropriate building materials; **Response:** Brick is considered to be an appropriate finishing material. Samples of the brick will be requested via condition to ensure that the colour of the brick blends well with the listed building. 2 - New build element is too high and the scale over dominates the retained frontage, the design is not in keeping with the adjacent listed buildings and the character of the wider conservation area including the streetscape and the Oakshaw skyline; **Response:** The impact of the development on the character of the area, the setting of adjoining listed buildings and the streetscape is described in the body of the report. It is also noted that through application discussions, the roof terrace and additional brick roof design structure on the proposed building has been deleted from proposals which will reduced the overall height. 3 - Overdevelopment of the site; **Response:** There is capacity within the site to accommodate the development without significant impact on the amenity of surrounding uses or the character and appearance of the area.

	4 - Adverse impact on residential amenity including overshadowing and loss of sunlight, overlooking loss of privacy, and overbearance; **Response:** The development has been assessed with respect to its potential impact on adjoining residential properties. It has been found to pass the applicable daylight test, and will not have a significant overshadowing impact. Potential overlooking will be mitigated by the installation of obscure glazing. The dual wing design of the extension with a central void area also reduces overbearance. 5 - Not enough open space is being provided; **Response:** The developer has sought to provide a level of amenity space to serve the residents on what is a constrained site. Proposed amenity space takes the form of a courtyard between the two accommodation wings. 6 - Accommodation is too small; **Response:** The size of the accommodation is not a material planning consideration. This would be a matter to be assessed as part of the Houses in Multiple Occupation license process. 7 - Proposal is not adaptable to future uses; **Response:** The development could be adapted to other uses in future if required. 8 - CGI's are misleading; **Response:** The proposed CGI's are sufficient for the purposes of assessing the application, and provide an accurate indication of the scale and massing of the proposed development. The 'before' and 'after' visuals in particular provide a valuable indication as to the visibility of the proposed extension within the streetscene. 9 - Operators reputation; **Response:** The reputation of the operator is not a material planning consideration. 10 - Lack of job creation; **Response:** The development will support over 150 jobs during the construction phase. While it is acknowledged that job creation post construction is not significant, the development will increase the resident population within the town centre helping to contribute to its economic viability. Increasing both the resident and student population is a key objective of the Paisley

	Town Centre Action Plan for 2016 – 2026. 11 - Loss of biodiversity; **Response:** The ecological survey states that the site is of low ecological value. Existing mature trees are noted to be within neighbouring plots, and will not be affected by the development. The trees within the site (except for one in the south west corner) will be felled to accommodate the development. The applicants propose a high quality landscape strategy which includes replanting of trees, shrubs and plants for biodiversity gain. 12 - Nuisances such as noise, smell, fumes, glare and air quality; **Response:** The Environmental Protection Section have not raised any objections with respect to potential statutory nuisances such as noise, smell, fumes and glare. An Air Quality Assessment has also not been requested. The development will not therefore have a significant impact with respect to these issues. 13 - Scale and use of development is not compatible with surrounding area, and does not promote inclusivity or accessibility within town centre; **Response:** The scale of the development is acceptable, and the proposal is compatible with surrounding uses. 14 - Development does not accord with the National Planning Framework, Scottish Planning Policy, the Local Development Plan and the Managing Change in the Historic Environment Guidance Notes; **Response:** The development has been found to accord with Scottish Planning Policy and the Development Plan hierarchy. The proposal has also been assessed against relevant supplementary guidance which is material including the Managing Change in the Historic Environment Guidance Notes. There are no material considerations which outweigh the presumption in favour of development that accords with the development plan. The National Planning Framework is not a material consideration in the assessment of the application as the proposed development does not fall within the 'national' category of developments. 15 - Neighbours were not consulted during pre-application; **Response:** The applicants have undertaken pre-application consultation in accordance with the requirements of the regulations.

	16 - Impact on parking and other infrastructure requirements; **Response:** The development is in a town centre location where public transport is available and amenities are within walking distance. Students will not therefore be reliant on private vehicles. Furthermore it is noted that the proposed operators include a no car policy within tenancy agreements which will further suppress demand for private vehicles at the site. The development will not therefore have a significant impact on local road infrastructure. Scottish Water have confirmed there is sufficient capacity within the existing wastewater treatment infrastructure. 17 - Impact on setting of adjacent listed buildings; **Response:** The proposed development will not have a detrimental impact on the setting of the adjacent listed buildings. It is noted that Historic Environment Scotland have advised that they are content that the proposal will have a minimal impact on the setting of the nearby listed buildings. 18 - Development granted in 2007 was much smaller, and should be used as a baseline for any new development proposals; **Response:** The proposed development must be considered on its own merits. The planning permission for previous redevelopment schemes have expired, and these applications are not considered to be significant material considerations. 19 - Contravention of human rights act; **Response:** The application must be assessed against the legislative framework set out within The Town and Country Planning (Scotland) Act 1997, namely that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. Material considerations include those related to the Human Rights Act, namely residential amenity. There are no material considerations which outweigh development that is in accordance with the development plan. 20 - Impact on neighbouring trees including pruning works and during construction; **Response:** The arboricultural report recommends that a tree retention plan is prepared in advance of construction works so that all trees for retention (including those on neighbouring plots) will be safeguarded during construction. A tree protection plan will be requested via condition. The proposed landscaping drawing shows that neighbouring trees will be pruned back to the boundary line. All works will be undertaken by a qualified arborist.

	21 - Economic viability of the project; **Response:** The viability of the project is not a material planning consideration. 22 - No community benefits; **Response:** The proposals bring many benefits including the redevelopment of a vacant site, retention of a listed façade, and an increase in the resident population of Paisley town centre which will contribute to its vitality and viability. 23 - Loss of property value; **Response:** Property values are not a material planning consideration. 24 - Visibility of bin storage; **Response:** The bin store will be constructed from appropriate materials and will not therefore have a significant detrimental impact on the character or appearance of the listed building or conservation area. 25 - Access during construction and future maintenance of the building. **Response:** Access during the construction phase has not been identified by the Director of Environment and Infrastructure Service (Roads - Traffic) as an issue that requires to be addressed at the planning application stage. Similarly the future maintenance of the building is primarily a matter for the applicants to consider, and is not a material planning consideration. The points raised in favour of the development can be summarised as follows: 1 - Retention of the existing facade and redevelopment of the site is welcomed.
CONSULTATIONS:	**Director of Environment and Infrastructure Service (Roads - Design) -** Proposed drainage network and soakaway are DIA / SIA compliant. No conditions are necessary as all required measures are detailed in the submitted documents. **Response:** Comments are noted. **Director of Environment and Infrastructure Service (Roads - Traffic) -** Clarification sought over matters relating to the gradient and width of the access ramp, servicing including bin collection, fire access and parking.

	Response: The applicant has provided a response to the comments raised in the consultation from Roads. The response states that the proposed access ramp is intended for disabled access and is suitable in this regard. Most pedestrians and cyclists will use the existing access. The applicant has confirmed that discussions have been undertaken with the Councils Waste Management Department and waste collection system has been agreed. A swept path analysis shows that a box van and fire tender vehicle can enter and exit the site in an appropriate manner. Finally, in terms of parking, the applicant emphasises the rental agreements that would prohibit cars from being brought to the site. Only four accessible parking bays are provided on site in this regard. The accessibility of the site is again emphasised. The response from the applicants is acknowledged and accepted. **Environmental Protection Section –** A Noise Impact Assessment is required to assess the impact of noise from the Coats Memorial Church on the proposed development. An Air Quality Assessment is not required. Standard conditions with respect to contaminated land are also recommended. Comments have also been provided with respect to the HMO licensing process. **Response:** The Noise Impact Assessment can be submitted via condition. Comments relating to the HMO license process are not material to the consideration of the planning application, however they usefully highlighted that the rooms sizes and associated accommodation meet the necessary standards for student accommodation. **Historic Environment Scotland -** Content that the proposals would have a minimal impact on the setting of the nearby A listed Coats Memorial Church and Paisley Museum. Historic Environment Scotland have suggested that a darker brick than currently proposed which would assist the new build element sit more comfortably within its surroundings. **Response:** Comments regarding the setting of the neighboring A listed buildings are noted. With respect to the colour of the brick, it is noted that the applicant has provided visuals to show the relationship between

	the existing façade and the new build element. However, it is considered that samples would need to be provided before the final brick specification can be agreed. This can be controlled via condition. **Glasgow Airport Safeguarding -** No objection subject to conditions regarding the submission of a Bird Hazard Management Plan. **Response:** A Bird Hazard Management Plan will be requested via condition. **Scottish Water –** There is currently sufficient capacity within the wastewater treatment network to serve the development. A flow and pressure test is required with respect to water supply. **Response:** The flow and pressure test is a matter to be determined between the applicant and Scottish Water, and does not therefore need to be controlled via a planning condition. **NATS -** No objection. **The Coal Authority -** No objections.
PRE-APPLICATION COMMENTS:	Several meetings and a site visit were undertaken prior to the application being submitted. Pre-application discussions centred on the principles which should be followed and the level of information that would be required to support the application. Pre-application comments were also sought from the Environmental Protection Section, the Director of Environment and Infrastructure Service (Roads – Traffic and Design) and Historic Environment Scotland.

SUPPORTING INFORMATION:	Pre-Application Consultation Report - A public event was held on the 16th January at UWS. Exhibition board were provided, and members of the project team were present to discuss the project. Feedback forms were also provided. Approx 35 people attended the event, with general feedback welcoming the principle of the redevelopment of the site particularly in terms of bringing the front part of the building back into use. Specific issues raised include the scale of the extension, number of rooms, overdevelopment of the site and car parking provision. The applicants have taken these comments on board as part of the pre-application process. **Response:** Pre-application consultation meets the

	requirements of the regulations. Issues raised as part of this process have been taken on board and addressed as part of the application. Arboricultural Report - The report identifies nine trees within the site boundary, with 41 trees on neighbouring plots surveyed on a precautionary basis. It is noted that the current building and associated wall retention between plots will have restricted the canopies and rooting zones of these trees. The impact on trees associated with the proposed development is therefore low. A tree protection plan and arboricultural method statement will be required to prescribe protection measures during the construction phase. **Response:** The potential impact of the development on trees within the site is low, and with an appropriate protection plan it would in theory be possible to retain the trees. However, it is noted that the application proposes to remove most of the trees on site including those along the High Street frontage. The proposed treeworks are assessed in detail in the main body of the report. Transport Statement - The application site is within a highly accessible area and is an easy walk from numerous local amenities and public transport facilities. It is noted that the proposed operators operate a strict no car policy for all tenants, and there are no standard dedicated internal parking facilities. It is considered that the development will operate with limited private vehicle movements. Access to the site will be maintained as per the current arrangement. The very low traffic volumes ensure that the existing access is appropriate. A DDA compliant access ramp will ensure the site is accessible by all modes. It is considered that cycling will be a feasible mode choice, and this will be accommodated through the provision of cycle facilities at the site. **Response:** The site is in a highly accessible location where town centre amenities and public transport connections are available. Active travel and public transport are feasible travel modes in this regard. The restriction in private vehicle parking provision and ownership is noted and accepted in this regard on the basis that the site is accessible by a range of other more sustainable

	transport options. Additionally the requirement for further on site parking and the space this would occupy would potentially compromise the deliverability of a workable redevelopment scheme on the site. Sustainability Statement - The development will incorporate energy efficiency measures to reduce resource demand through best practice design strategies. This is to achieve compliance with Section 6 of the 2015 building standards regulations. Proposed measures include natural ventilation of occupied spaces, high efficiency combined heat and power unit with effective controls strategy, LED lighting, and maximising the amount of natural daylight penetration. **Response:** Compliance with Section 6 of the 2015 building standards regulations is welcomed. Structural Inspection Report 9th January 2020 - Report focuses on the drill hall area, and concludes that repair of the drill hall would not be economically viable. This is due to the extent of damage and water ingress especially to the steel trusses, and the extent of repairs required to the building to bring it to modern standards. Structural Inspection Report 1st April 2020 - An additional structural inspection was undertaken following a fire at the building on the 11th March. It is stated that the fire caused significant damage to the frontage of the building with the loss of the roof. Use of a suitable designed facade retention system, regular monitoring, and supervision of the stabilisation and demolition works will allow the sandstone facade to be retained as part of the redevelopment project. **Response:** The structural reports state that retention of the drill hall area is not viable. Retention of the sandstone facade however will still be possible (even in light of the recent fire) provided a suitable designed facade retention system is implemented. The findings of the report have been accepted by Historic Environment Scotland, and it is recognised that viable redevelopment of the site can only involved retention of the sandstone facade. Demolition of the drill hall area is therefore accepted. Planning Statement - The planning statement primarily focuses on the relevant development plan policies and other material considerations. It is concluded that the development accords with the development plan and is supported by a number of material considerations of significant weight. The key factors in

	this regard are: - delivery of high quality student accommodation in a sustainable location; - enhancement of Paisley town centre through the generation of new footfall and spend, and positive contribution to the vitality and viability of the High Street; - redevelopment of a vacant and derelict listed building; - positive enhancement of the setting of the adjacent heritage assets as well as the wider conservation area. **Response:** The planning statement provides a robust assessment of the proposal against the development plan. All relevant development plan policies have been considered, and material considerations identified. Phase 1 Ground Investigation (Desk Study) - Desk study report used to assess the likelihood of finding contamination at the site, its nature and extent, evaluate the environmental setting of the site and identify sensitive receptors, and consider the requirements for an intrusive site investigation. Phase 2 Ground Investigation - No contamination or potential sources of contamination were encountered, and no ground gas emissions were found which exceeded nominal values. Remediation and gas protection measures are not therefore required. Coal Mining Risk Assessment - Based on the archive information and the rotary drilling works undertaken it is considered that the site can be viewed as 'stable' from a mining support perspective. **Response:** The scope of ground investigations have been accepted by The Environmental Protection Section and the Coal Authority. Heritage and Townscape Visual Assessment - The assessment provides valuable context to the site including the historic development of the site and surrounding area, description of the site, its condition and heritage assets, and an assessment of special interest. The assessment then goes on to discuss the scope of the proposed development and assess the impact on the site itself and the character of the townscape. To illustrate the impact of the development the assessment provides visuals from several vantage points which compare the existing situation before showing how the proposed development will look. The effect of the development at each viewpoint is also discussed. The assessment creates a distinction between the sandstone frontage of the building which is of greater value, and the drill

	hall to the rear which is primarily functional. While the demolition of the drill hall will result in some loss of historic value, it is necessary to deliver the restoration and refurbishment of the sandstone frontage. The assessment has informed the design of the proposed extension. The assessment states that the extension is well considered in terms of both scale, massing and design, creating a new 21st century architectural layer to the site which will enhance the existing townscape. The proposal is considered to enhance the character and appearance of the designated heritage assets. **Response:** This is a comprehensive assessment which provides valuable contextual information. In terms of the proposed development, the 'before' and 'after' visuals in particular are welcomed and provide a valuable insight and interpretation of the proposed development and its effect on the streetscape. Comments with respect to design, massing and materials are noted, and there is a clear underlying design concept which is to create a modern yet contextual building which will positively enhance the area and its heritage assets. <u>Ecological Constraints Survey and Preliminary Bat Roost Assessment</u> - The site is of low ecological value overall. The mature trees are the only natural habitat of any value, and these trees should be retained wherever possible. Although the building has suffered fire damage, there are areas that remain with a moderate suitability for roosting bats. It is recommended that further bat surveys are undertaken within the active bat season. Any tree identified with features which could support roosting bats should be inspected prior to any works being undertaken. A nesting bird survey should also undertaken prior to any tree, vegetation or building removal within the bird besting season. Recommendations are also made with respect to invasive plant species. Various habitat enhancements are also suggested for inclusion within the project to improve the biodiversity value of the final development. These include planting for wildlife, generic enhancements for birds and bats, lighting for bats and enhancement for other species. Following submission of the ecological survey further bat survey work was undertaken. Through this work it was determined that

	the building had negligible suitability for supporting roosting bats due to the high level of vegetation covering roof sections of the building. No further bat activity surveys are therefore required. **Response:** It is accepted that the building has negligible suitability for supporting roosting bats. The main issues thereafter are ensuring vegetation clearance does not displace nesting birds or bats, and incorporating some of the habitat enhancements into the final development. These matters can be addressed via condition. Detailed Fire Strategy Report - Report has been prepared by 'Astute Engineering Fire Engineering Consultants', and details the fire safety design approach and associated fire engineering. In the main the design satisfies the requirements of the building regulations. There are several areas where the design does not meet these requirements, and these are discussed along with proposed alternative solutions. **Response:** It is acknowledged that fire safety is primarily a matter which is addressed at the building warrant stage. The report advises that once the areas of noncompliance have been discussed and alternative solutions agreed the building will offer an acceptable level of safety in terms of fire risk. Design and Access Statement - The statement provides further contextual information relating to the site and its setting, the existing site conditions and listed building survey including further site deterioration. It is noted that the buildings presence makes a positive contribution to the conservation area and is a well-known landmark within the town. The principal frontage is a key part of the overall setting. The design approach is to retain the frontage, with a strategic approach then taken to compliment the retained frontage with new accommodation. It is proposed to remove the trees along the frontage as this will open up view of the building from the High Street. The key aspect of the proposals is to place the new accommodation subservient to and to the rear of the retained frontage. The principal elevation of the extension is designed to site behind the retained frontage, and a strong vertical emphasis akin to the character of the existing building is deployed. The proposed material palate is composed of subtle, high

	quality complementary materials. When viewed in context the material palette is considered to offer a subtle considered contribution to the setting of the listed building and wider conservation area, with the new extension viewed as a backdrop to the retained facade. Access to the building will be substantially improved. Incorporation of a new access ramp will aid access by offering an alternative to the steeper incline at the existing access. Accessible spaces will be provided immediately in front of the entrance to the main building. Refuse collection will be from a newly provided, covered refuse collection point which is accessible from the public footway. Secure, covered cycle storage will be provided within the common courtyard area. In terms of landscaping the proposed concept is to create a robust landscape setting which will fit seamlessly with the existing mature landscaping surrounding the site. This includes planting to the front of the site, and within the new extension internal courtyard area and roof terrace. Surface materials have been selected to complement the character of the site and adjacent developments. The majority of trees within the site will be removed including those to the front of the building (with the exception of one tree in the south west corner of the site). The tree removal is in order to facilitate the creation of a new accessible route to the building as well as opening up the building frontage. A single semi mature Lime tree is proposed to the frontage to compensate for the trees which will be felled. **Response:** Further background to the evolution of the design concept is welcomed, as are the details regarding materials, landscaping and access. <u>Tenement Toolbox Report</u> - Provides further detail on the history of the building, its architecture and special interest, historical associations and use. Key detailing and features on the building are also categorised with respect to their condition. The purpose of the report is to infer costing and to provide key information to allow the ongoing management and maintenance of the building in an appropriate manner. **Response:** Further insight into the history of the building is welcomed.

LOCAL DEVELOPMENT PLAN POLICIES/ OTHER MATERIAL CONSIDERATIONS	<u>Adopted Renfrewshire Local Development Plan (2014)</u> Policy C1 - Strategic Town Centres Policy ENV2 - Natural Heritage Policy ENV3 - Built Heritage Policy ENV5 - Air Quality Policy I1 - Connecting Places Policy I5 - Flooding and Drainage Policy I7 - Low Carbon Developments <u>New Development Supplementary Guidance 2014</u> Delivering the Centre Strategy - Centre Development Criteria, Strategic Centres and Core Town Centres Delivering the Environment Strategy - Environment Development Criteria, Trees, Woodlands and Forestry, Conservation Areas, Listed Buildings and Air Quality Delivering the Infrastructure Strategy - Infrastructure Development Criteria, Connecting Places, Fooding and Drainage <u>Proposed Renfrewshire Local Development Plan 2019</u> Policy C1 - Renfrewshire's Network of Centres Policy ENV2 - Natural Heritage Policy ENV3 - Built and Cultural Heritage Policy ENV5 - Air Quality Policy I1 - Connecting Places Policy I3 - Flooding and Drainage <u>New Development Supplementary Guidance 2019</u> Delivering the Centres Strategy - Strategic Centres and Core Town Centres Delivering the Environment Strategy - Natural Heritage, Conservation Areas, Listed Buildings and Air Quality Delivering the Infrastructure Strategy - Connecting Places, Flooding and Drainage, and Provision for Waste Recycling in New Developments <u>Material Considerations</u> Historic Environment Scotland Policy Statement Historic Environment Circular Historic Environment Scotland's Managing Change in the Historic Environment Guidance Notes Paisley Town Centre Conservation Area Appraisal and Management Plan Renfrewshire's Places Residential Design Guide Paisley Town Centre Action Plan 2016 - 2026

PLANNING HISTORY	20/0218/LB - Erection of student accommodation, partial demolition of existing building with facade retention and associated internal and external alterations (including retrospective emergency stabilisation works), and erection of bin store. Concurrent application yet to be determined.

	19/0809/NO - Erection of student accommodation and associated uses, partial demolition of existing building with facade retention, and other associated works. Proposal of Application Notice accepted 13/12/2019. 07/0131/PP - Refurbishment and sub-division of main building to form 8 flats; refurbishment of chapel to form 1 house; demolition of rear buildings and erection of 17 new build flats and maisonettes with associated parking and landscaping. Granted subject to conditions 02/10/2007. 07/0132/LB - Refurbishment and sub-division of main building to form 8 flats; refurbishment of chapel to form 1 house; demolition of rear buildings and erection of 17 new build flats and maisonettes with associated parking and landscaping. Granted subject to conditions 21/11/2007. 05/1435/LB - Refurbishment and sub-division of main building to form 8 flats; refurbishment of chapel to form 1 house; demolition of rear buildings and erection of 17 new build flats and maisonettes with associated parking and landscaping. Withdrawn 19/04/2006. 05/1421/PP - Refurbishment and sub-division of main building to form 8 flats; refurbishment of chapel to form 1 house; demolition of rear buildings and erection of 17 new build flats and maisonettes with associated parking and landscaping. Withdrawn 19/04/2006.
DESCRIPTION	This application seeks planning permission for the erection of student accommodation, partial demolition of existing building with facade retention and associated external alterations, and the erection of a bin store at the TA Centre on the High Street within the Paisley Town Centre Conservation Area. The TA Centre is a category B listed building which has been vacant for a number of years. It is included on the Buildings at Risk Register for Scotland which describes it as being in a poor condition. The condition of the building deteriorated further following a fire in March this year. The building comprises of a drill hall which is housed within a steel frame structure. This is to the rear of a sandstone facade which fronts the High Street. The facade comprises of a three and a half storey centre block with wall dormers, flanked by four storey gabled wings which are slightly advanced. The pitched roof is finished in clay tiles. The proposed development involves retention of the sandstone facade, demolition of the drill hall the erection of an extension in its place. The extension is six storey in height immediately to the rear of

	the retained facade, rising to seven storeys in height towards the rear of the site. The extension comprises two wings of accommodation with a central void which includes a courtyard at ground floor level. It will be finished in stone coloured brick with sections of aluminium panelling, and precast stone feature elements around doorways. The development is to accommodate up to 338 students with associated communal facilities. The accommodation within the extension is arranged over two wings, with a central courtyard providing amenity space. No vehicle parking will be provided on site with the exception of four accessible parking spaces. Cycle parking for 84 bicycles will be incorporated in covered areas within the internal courtyard. The proposed bin store will be located in the south east corner of the site.
ASSESSMENT	**Adopted Renfrewshire Local Development Plan (2014)** Policy C1 states that the Council will welcome development that strengthens the network and enhances its centres, ensuring they are places which are vibrant, inclusive, accessible and complementary as well as compatible with surrounding land uses. All proposals will be considered in line with the hierarchy and role and function of the centre as detailed in figure 11, and against the development criteria set out within the New Development Supplementary Guidance. Figure 11 states that Paisley is Renfrewshire's main civic and cultural centre, offering the most diverse mix of uses and attributes and providing a hub for transport, retail, business, community, leaser, heritage, health and educational uses. The key challenges/opportunities include area regeneration and diversification as the retail offer contracts, residential development and promotion of the university and heritage areas. In terms of the general guidance on centre development, the proposed development will support the role and function of Paisley town centre. The town centre is recognised as being a hub for a mix of uses, and the proposed student accommodation will contribute positively to this mix. The development will contribute to the viability of Paisley town centre by bringing a vacant building back into use.

	The proposed use will also generate additional residence and footfall within the town centre, contributing positively to economic viability. Increasing the number of students living in the town centre is a key objective for the High Street and University area as defined in the Paisley Town Centre Action Plan, and it is recognised that increasing the resident population within the town centre plays a vital role in supporting the day and night time economy. While the architectural importance of the TA building is widely acknowledged, its existing vacant and semi derelict condition does detract from the amenity of the area. Redevelopment of the building including retention of the facade will positively enhance the public realm and wider townscape. Significant weight is attached to this public realm enhancement given the high profile extension to the adjacent museum, and the additional footfall this will bring to the area. The redevelopment of the TA building will be considered in detail under Policy ENV3 and the associated listed building consent application. The proposed height of the building is not uncharacteristic of this town centre location. The UWS Campus directly opposite the site includes a tall building of modern design, while traditional buildings including the adjacent Coats Memorial Church are also of a significant scale. In terms of plot coverage, the footprint of the proposed extension is similar to that of the drill hall. The site is therefore no more overdeveloped than it is currently in terms of site coverage. The site is within a sustainable location, and is highly accessible with respect to walking, cycling and public transport routes. The wide range of amenities within the town centre are all within walking distance of the site. It is considered that a higher density of development should be encouraged in town centre locations given these sustainability factors which mean journeys can be undertaken without the requirement for a private car. With respect to impact on the surrounding area, a key consideration in the assessment of the application is how compatible the development is with surrounding uses particularly the residential properties on Oakshaw Street West. The rear elevations of the flats on Oakshaw Street West are approx. 35m from the northern boundary of the site. With respect to daylight, the separation between the

	development and the properties to the rear is such that the proposal passes the 25 degree test. The proposal will not therefore result in a significant loss of daylight within the neighbouring flats. In terms of overshadowing of garden ground, it is acknowledged that the new extension will result in some loss of sunlight within neighbouring garden ground to the north given the orientation of the site and the height of the extension in comparison to the existing drill hall. It is noted that the dual wing design and central void associated with the extension will allow some sunlight to penetrate through to the neighbouring gardens. Furthermore, given the depth of garden ground associated with the flats it is considered that suitable areas of useable garden ground adjacent to the flats will still receive sufficient sunlight between spring and autumn. With respect to overlooking, it is noted that the rear elevation of the extension contains windows associated with kitchens. These kitchens are likely to function as the main communal areas within the building especially through winter when outside spaces are less desirable. However, in order to mitigate any significant overlooking the applicants have agreed to partly obscure the glazing. Details of the windows in this regard can be requested via condition. In terms of overbearance, it is again acknowledged that the new extension will be more overbearing on the neighbouring properties to the north as it is higher than the existing drill hall. Given the change in level between the site and the neighbouring properties, five of the seven stories will be visible above ground level. The massing of the extension on the rear elevation is reduced through its design which incorporates two wings with a central void. Taking this into consideration and again considering the depth of garden ground associated with the neighbouring properties, it is not considered that the overbalance of the development will significantly compromise the outlook of the neighbouring properties. With respect to noise, it is noted that the Environmental Protection Section have requested that a Noise Impact Assessment (NIA) is undertaken to establish the impact of noise from the adjacent Coats Memorial Church on the development. It should be noted that the outcome of the NIA does not have a bearing on the principle of the development and will instead infer design details such as window specification and ventilation. In addition to the above, whilst leasing and tenancy

	arrangements are not material considerations it should also be noted that the prospective operator of the building includes specific clauses and codes of conduct within tenancy agreements to combat noise and anti-social behavior. Taking the above into consideration, it has been satisfactorily demonstrated that the proposed development is compatible with surrounding uses and will not have a significant impact on the amenity of neighbouring residential properties. In view of the above assessment, the development has been found to comply with Policy C1 and the associated New Development Supplementary Guidance on Delivering the Centres Strategy. Policy ENV2 states that developments must not have an adverse effect on the integrity of sites protected for their natural conservation interest. The guidance states that natural heritage makes an important contribution to the character of the area and to the sense of place. In this instance, the application site is enclosed by trees on all sides. The majority of trees along the northern, western and eastern sides are situated within the adjoining plots. Trees within neighbouring plots will be pruned back to the boundary line under supervision of an arboriculturalist. Of the trees which are located within the application site, the three mature Sycamores along the High Street frontage make the strongest contribution to the character of the area. While the Tree Survey notes that these trees are suitable for retention, it is proposed to fell two of them primarily to make room for the additional access ramp but also to open up views of the building from the High Street. While retention of these trees would be desirable, the benefits of improving access to the site are considered to justify the felling of the trees. It is acknowledged that one of the Sycamore trees will be retained, while a replacement Lime tree will be planted adjacent to the access ramp. The remainder of the existing trees to the side of the building do not make a significant contribution to the character of the area, with tree coverage to the side of the site mainly attributed to the trees in the adjoining plots. With respect to the wider biodiversity of the site, the proposed landscape strategy includes an area of ornamental planting to the front of the building with further soft landscaping and tree planting within the internal courtyard.

	The Design and Access Statement advises that the purpose of the soft landscaping is to provide a safe and visually attractive environment that will encourage biodiversity and provide an attractive all year round setting. To achieve this the landscape scheme will comprise a mix of perennials and thornless shrubs. This mix is detailed within a comprehensive planting strategy that is characterised by hardy flowering plants and shrubs. The landscaping scheme will contribute positively to the setting of the building as well as provide amenity for residents. Overall the scope of proposed treeworks are acceptable, while the approach to soft landscaping will improve levels of biodiversity at the site. On this basis the development is considered to comply with Policy ENV2 and the associated New Development Supplementary Guidance. Policy ENV3 states that built heritage, which includes listed buildings and conservation areas, will be safeguarded, conserved and enhanced where appropriate. Development proposals within or in the vicinity of built heritage assets are required to demonstrate that there is no negative impact to their site or setting. The Policy also states that the Council supports the retention and sympathetic restoration of listed buildings to enable them to remain in active use. Layout, design, materials, scale and siting should be sensitive to the buildings character and appearance. All developments should accord with the provisions set out in the New Development Supplementary Guidance. Turning first to the Conservation Area, the TA building in conjunction with the Coats Memorial Church and the Paisley Museum sits within one of the most valuable areas of townscape within the Conservation Area. Bringing the building back into use will significantly enhance the visual amenity of the Conservation Area. The sandstone facade which makes the strongest contribution to the character of the area will be retained as part of the development. The loss of the drill hall to the rear does not have a significant impact on the character of the area as it is largely screened from external vantage points. However, removal of the drill hall provides an opportunity for the development of a new extension to the building. The proposed extension is considered to be of a high standard of design in its own right. Careful consideration has been given

	to its impact on the setting of both the sandstone frontage and the wider townscape. It is considered that the extension will complement and enhance the retained sandstone frontage and the surrounding buildings through the use of good quality materials and a focus on design, fenestration and massing. The development will also enhance local distinctiveness in this regard. Additional features to the front of the building which will be visible within the Conservation Area include the access ramp, parking and maneuvering areas and the bin store. The Design and Access statement advises that hard landscaping to the front of the building will consist of a combination of high quality pavers and setts to complement the existing building and the character of the site. The proposed surface finishes are contemporary and will complement the new extension well. However, their appearance in respect of the retained sandstone frontage requires further consideration, and samples of the block paving will be sought via condition to ensure that it is appropriate for use at the site. The proposed ramp will improve accessibility to the building for pedestrians and those with disabilities. The proposed setts are suitable with respect to the access ramp. However, the submission makes no indication of whether handrails will be required. High quality handrail design would be imperative given the prominence of the access ramp. Details of any proposed handrails can be requested by condition to ensure they are suitable for use at the site. A refuse store will be located in the south east corner of the development to allow collection of waste directly from the public road. The refuse store will be highly visible in this regard. The applicants have responded to this, and several features have been incorporated to enhance the appearance of the bin store. These include the store being partially dug into the slope, utilisation of a green roof, and a stone finish to the exterior walls. It is anticipated that down takings from the existing building could be used to construct the bin store, and clarification of finishing materials in this regard can be sought via condition. Visibility of the development from external locations has been considered in detail, and the application includes several before and after images taken from key vantage points. These images illustrate and reinforce the positive contribution the redevelopment of the site will make to the Conservation Area.

	With respect to the guidance on listed buildings, detailed consideration of the proposals in relation to the TA building will be undertaken as part of the concurrent listed building application. However, the impact of the development on the setting of the building and the neighbouring A listed Coats Memorial Church and Paisley Museum must be considered as part of the planning application. Historic Environment Scotland (HES) Guidance Notes on Setting state that the setting of the historic asset must be defined and understood before assessing the impact of new development. In this instance the historic assets are the Coats Memorial Church, the TA building and Paisley Museum which cumulatively are of significant townscape value. HES have advised that they are content that the proposal will have a minimal impact on the setting of the nearby listed buildings. They have suggested that a darker coloured brick than currently proposed would help the new build element sit more comfortably with its surroundings. The comments from HES are noted, and it is considered that the extension will not have a significant impact on the setting of these buildings with respect to its scale, position and design. With respect to materials, it is noted that the Coats Memorial Church is built of red sandstone and the museum from honey coloured sandstone. HES advise that these types of sandstone are the predominant building material used in Paisley, and that the TA is constructed from a combination of both types. The extension will be finished in brick which the applicants confirm will be colour matched to the paler honey coloured sandstone on the façade of the TA. The proposed brick will therefore purposefully contrast with the red sandstone. The applicants state that using the lighter colour will ensure that the extension is legible as separate and will not visually merge with the defining features of the historic façade. On balance, it is considered that colour matching the paler stone is appropriate with respect to the finish of the extension. In order to ensure the match is as close as possible, it would be prudent for samples to be inspected on site. This would ensure that the proposed brick is an appropriate match to the existing lighter stone also considering any cleaning of the existing stone which may take place. Samples of the brick can be requested via condition. In view of the above assessment, it is considered that the development will make a positive contribution to the setting of

	these important listed buildings. The development is therefore considered to comply with Policy ENV3 and the supplementary guidance on Listed Buildings and Conservation Areas. The application site falls within the Paisley town centre Air Quality Management Area. Policy ENV5 states that development proposals shall not individually or cumulatively have an adverse effect on air quality. The New Development Supplementary Guidance states that development proposals which have the potential to have a significant impact on air quality will not be accepted unless measures to mitigate the impact or air pollutants are proposed. The Environmental Protection Section has not requested an Air Quality Assessment to assess the potential impact of the development on air quality, mainly due to the limited number of private vehicle journeys which will be associated with the development. The potential impact on air quality is not therefore significant enough to warrant formal assessment. The proposal is therefore considered to comply with Policy ENV5 and the associated New Development Supplementary Guidance on air quality as it will not have an adverse impact on air quality within Paisley town centre. Policy I1 states that appropriate provision must be made for connection to active travel and public transport networks. The Council will support development proposals which give priority to sustainable modes of travel and have no significant impact on the safe and efficient operation of the local or trunk road network. With respect to the New Development Supplementary Guidance on connecting places, the density of the proposed development (with respect to numbers of students) is suitable at this location given the high level of accessibility to walking, cycling, public transport routes and local amenities. The accessible site location also justifies the proposed parking strategy. Local amenities and the university are all within walking or cycling distance, while public transport routes along High Street will also cater for onward journeys. To support cycling as a viable transport option, the development includes designated storage space for 84 bikes. This is in excess of the standard required by the National Roads Development Guide. The storage areas are in covered accessible areas on the ground floor of the extension. The constraints of the existing access are noted with respect to servicing the site. The applicant has provided correspondence from the Councils Waste Management Department confirming that waste collection from the public road is acceptable. The applicant has also provided swept path analysis which shows

	the site can be accessed by a box van and a fire engine if required. With respect to private vehicles, it is noted that the proposed layout makes provision for four accessible parking spaces with no standard parking spaces provided. The proposed parking strategy can be accepted due to the site's sustainable location within the town centre. Journeys by public transport are viable with both high frequency bus routes and Gilmour Street Station within close proximity. A mix of amenities is also within walking and cycling distance. The site is not therefore car dependent in terms of journeys, and this will limit the need for parking. It is also noted that the prospective operators include a no car policy within the leasing arrangements, and this will further suppress demand for private vehicles at the site. Significant weight cannot be attached to leasing arrangements as the Planning Authority have no control over them. The comments made by the Director of Environment and Infrastructure Service (Roads - Traffic) with respect to access, servicing and parking have been satisfactorily addressed by the applicants. In view of the above, it is considered that the proposed development accords with Policy I1 and the associated New Development Supplementary Guidance on Connecting Places. Policy I5 states that new development is required to implement suitable drainage infrastructure. It must not have an impact on existing drainage infrastructure, and new or improved drainage requires to employ Sustainable Urban Drainage Systems (SUDS) measures. The proposed drainage strategy has been approved by the Director of Environment and Infrastructure Service (Roads - Design), and is considered to comply with Policy I5. Policy I7 seeks to encourage energy efficiency in new buildings, and the installation of technology that produces low or no amounts of carbon dioxide emissions. While historic buildings are exempt from this requirement, it does apply to the new extension. The applicants have submitted a sustainability statement which sets out a number of efficiency measures that will be employed in the design and operation of the extension. These measures are considered to be acceptable, and will ensure the development accords with Policy I7.

	Proposed Local Development Plan 2019 The policies within the Proposed Local Development Plan and the associated Supplementary Guidance reflect those of the currently adopted plan. The only additional guidance to consider is that relating to provision for waste recycling in new development. While the proposed bin storage arrangements have been discussed above in this regard, it is noted again that the bin store will incorporate good quality finishing materials. While the bin store will be prominent given its position at the front of the site, its overall design and finish will ensure that it is suitably in keeping with the character of the area. Collection arrangements have been agreed with the waste collection authority. In view of the above, the proposed development complies with the policies and guidance within the Proposed Local Development Plan. **Conclusion** The proposal will bring about the welcome redevelopment of a prominent but vacant site within Paisley town centre. The historic façade of the TA centre will be retained, with a complementary extension added to the rear. The development will contribute positively to the vitality and viability of Paisley town centre, whilst also enhancing the character and appearance of the town centre Conservation Aria. Having considered the above assessment, it is found that the proposal complies with Scottish Planning Policy, Clydeplan Strategic Development Plan, the policies and guidance of the Local Development Plan, and the provisions of other significant material considerations including the Managing Change in the Historic Environment Guidance Notes, Paisley Town Centre Conservation Area and Management Plan, and the Paisley Town Centre Action Plan 2016-2026.
RECOMMENDATION	Grant subject to conditions.

Reason for Decision

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

Conditions

1 The proposed development is not brought into use until the applicant submits to, and has approved by the Planning Authority a noise assessment

to determine the impact of noise on the development arising from the proposed entertainment venue at the Coats Memorial Church. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. The assessment should normally assume open windows for ventilation purposes. Where the maximum rating levels of noise exceed the external site standards as below, a scheme for protecting the proposed dwelling(s) from industrial / stationary noise shall be included as part of the noise survey with no dwelling being constructed at any location at which the Rating Levels cannot be met. Additionally, the scheme shall ensure that internal noise levels do not exceed 40dB daytime and 30dB night-time. Notwithstanding this, where the LAmax level is predicted to exceed 45dB (internal) during the night period within the property the survey shall include appropriate mitigation.

Site Standard		
	Rating Level ($L_{Ar,Tr}$) dB	
	1. Day	2. Night
Open site / external	55	45

The quoted levels shall be achieved as described, unless otherwise agreed in writing with the Planning Authority. All mitigation measures identified within the noise assessment shall thereafter be implemented on site for the duration that the development is occupied, to the satisfaction of the Planning Authority.

Reason: To mitigate noise impact in the interests of the amenity of residents within the accommodation.

2 No development except demolition works shall commence on site until written approval of:

a) a Site Investigation report (characterising the nature and extent of any soil, water and gas contamination within the site); and, if remedial works are recommended therein

b) a Remediation Strategy and Implementation Plan identifying the proposed methods for implementing all remedial recommendations contained with the site investigation report prepared in accordance with current authoritative technical guidance, has been provided by the Planning Authority.

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

3 Prior to occupation of the development hereby approved:

a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy and Implementation Plan; and/or

b) where remediation works are not required but soils are to be imported to site, a Verification Report confirming imported materials are suitable for use

shall be submitted to the Planning Authority and approved in writing.

Reason: To demonstrate that works required to make the site suitable for use have been completed.

4 That prior to commencement of above ground works a Bird Hazard Management Plan shall be submitted to, and approved in writing by, the Planning Authority in consultation with Glasgow Airport.

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.

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 operations of Glasgow Airport.

5 That prior to the commencement of construction works on site, samples of all external finishing materials associated with the student accommodation hereby approved shall be submitted for the written approval of the Planning Authority. Only the approved materials shall thereafter be used in the development of the site.

Reason: To ensure the proposed materials are suitable for use in the interests of the setting of the adjacent listed buildings, and the character and appearance of the Conservation Area.

6 That prior to the commencement of construction works on site, samples of all hard surface materials associated with the development hereby approved shall be submitted for the written approval of the Planning Authority. Only the approved materials shall thereafter be used in the development of the site.

Reason: To ensure the proposed materials are suitable for use in the interests of the character and appearance of the Conservation Area.

7 That prior to the erection of the bin store as detailed in approved drawing AL(22)020, the developer shall first provide further details (including

samples if required) for the written approval of the Planning Authority of the stone finish to be used on the walls of the bin store. Only the approved materials shall thereafter be used in the development of the bin store.

Reason: To ensure the proposed materials are suitable for use in the interests of the character and appearance of the Conservation Area.

8 That prior to the installation of the access ramp as illustrated on approved drawing AL(20)009, the developer shall provide confirmation as to whether any wall, fence, handrail, balustrade or any other structure or form of support is required in conjunction with the ramp. If such a feature is required then details of the design, materials and finish of the feature shall be submitted for the written approval of the Planning Authority prior to the installation of the ramp. Only the approved details shall thereafter be implemented on site.

Reason: To ensure the design and finish of any wall, fence, handrail, balustrade or any other structure or support required in conjunction with the access ramp is suitable for use in the interests of the character and appearance of the Conservation Area.

9 That prior to the commencement of construction works on site, the developer shall submit a Tree Protection Plan and Arboricultural Method Statement to prescribe measures that will be implemented on site to protect all trees during the construction phase which will be retained as part of the development. This includes trees within the site and in the adjoining sites as identified within the Arboricultural Report dated the 14th February 2020. Measures to protect the trees shall thereafter be implemented on site during the construction phase.

Reason: To ensure sufficient protection is given to trees that will be retained as part of the development, in the interests of amenity.

10 That the approved landscaping strategy as detailed in approved drawing 5261-OOB-ZZ-00-DR-L-030 titled 'Planting Strategy' shall be completed on site to the satisfaction of the Planning Authority prior to the development hereby approved being brought into use. Landscaping shall be maintained thereafter in accordance with the schedule of softworks maintenance as detailed in the approved drawing, and any plants, shrubs, trees or areas of turf which die, become damaged, diseased or are removed within 3 years of the development being brought into use shall be replaced in the next planting season by plants, shrubs, trees or turf of a similar species to be agreed in writing with the Planning Authority. No other variations shall take place to the approved landscaping strategy without first being approved in writing by the Planning Authority.

Reason: To ensure the landscape strategy is implemented as approved and maintained thereafter in the interests of amenity.

11 That prior to the installation of windows on the rear elevation of the extension as shown on approved drawing AL(22)012 titled ‘Elevations North as Proposed’, the developer shall first provide a specification of the windows for the written approval of the Planning Authority. The specification shall provide confirmation of measures to partly obscure the glazing in order to mitigate overlooking of the adjacent garden ground to the north. Only the approved window specification shall thereafter be implemented on site to the satisfaction of the Planning Authority, with the greed mitigatory measures maintained on site for the life of the development.

Reason: To mitigate overlooking of garden ground to the north of the development in the interests of residential amenity.

Fraser Carlin
Head of Planning and Housing

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.