Delegated or Committee Planning Application Report and Report of handling as required by Schedule 2 of the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2008 relative to applications for Planning Permission or Planning Permission in Principle

Reference No: 12/01566/PP

Planning Hierarchy: Local application

Applicant: Mr Stephen Gallagher

Proposal: Demolition of garage, erection of dwellinghouse and formation of car

parking area.

Site Address: Garden ground of Hazelbank, 118 Shore Road, Innellan

DECISION ROUTE

(i) Sect 43 (A) of the Town and Country Planning (Scotland) Act 1997

(A) THE APPLICATION

(i) Development Requiring Express Planning Permission

- · Erection of dwellinghouse;
- Formation of car parking areas for proposed dwellinghouse and upper flat within Hazelbank
- Installation of rainwater soakaway system (indicative).

(ii) Other specified operations

- Demolition of garage;
- Connection to public water main and public sewer.

(B) RECOMMENDATION:

It is recommended that planning permission be **refused** for the reasons set out overleaf.

(C) HISTORY:

An application for planning permission (ref. 11/01117/PP) for the demolition of the garage and erection of a dwellinghouse was withdrawn on 31 August 2011.

An application for planning permission (ref. 11/02004/PP) for the demolition of garage, erection of dwellinghouse and formation of car parking area was refused on 31 January 2012 due to issues concerning scale, siting, car parking, lack of suds details and impact on amenity of lower flat.

(D) CONSULTATIONS:

Scottish Water (response dated 24 August 2012): No objections. Potential wastewater capacity issues. Separate surface water drainage system required. Advisory comments.

Area Roads Manager (response dated 3 September 2012): No objections subject to conditions regarding sightlines, lack of footway, access design, gradient, car parking and turning provision and surface water drainage.

Public Protection (expiry date 7 September 2012): No response.

(E) The application was advertised under Regulation 20(1) Advert Statement (publication date 31 August 2012, expiry date 21 September 2012).

(F) REPRESENTATIONS:

One objection has been received from Derek McIntyre, Hazelbank Lower Villa, Shore Road, Innellan (e-mail dated 30 August 2012). The issues raised are summarised below.

• Address on application form is wrong. There is no single property named Hazelbank after it was sub-divided in the 1960s, only Hazelbank lower flat at 118 and Hazelbank upper flat at 118a. For clarification it is the upper flat that is making the application.

Comment: Noted and address now altered. For the purposes of this report, the building containing the lower and upper flat may be referred to as Hazelbank where the amenity of both lower and upper flats will be assessed.

• Submitted streetscape elevation inaccurate in respect of dimensions of front elevation of Hazelbank and window locations on adjacent dwellings. Existing garage beside Hazelbank lower flat not shown.

Comment: Whilst there may be minor inaccuracies, the streetscape elevation is considered sufficient in indicative terms but plans and elevations provide more accurate details.

• No walls, fencing or bushes shown to separate the older property from the new. New build property overlooks communal areas and other area owned by lower flat.

Comment: No boundary treatments or landscaping proposed. Agent confirms that this could be requested via planning conditions. Refer to report.

• Proposed dwellinghouse will overlook front and back garden area of the lower flat.

Comment: The proposed dwellinghouse would extend some 6 metres deeper and 1 metre closer than the existing garage.

Hazelbank flats share a communal driveway both in and out. The submitted plans
do not show this. Shape of the front entrance to the communal driveway has been
changed again without any consultation with the joint owner. Existing shared
driveway has been adjusted to accommodate the proposed dwelling.

Comment: The agent has confirmed that the colouring of the site plan does not reflect legal titles as existing where the driveway is communal.

 New access and car parking area in the front garden will have a significant impact on the amenity of the both existing flats in terms of noise, disturbance, headlights, and visually. Any additional vehicles using the communal driveway and parking areas will exacerbate the existing situation. **Comment:** The proposed car parking area would be located in the front garden area in the front aspect of Hazelbank. Refer to report.

 Proposal may lead to the southern access being used which is sub-standard or meeting additional vehicles using the northern access.

Comment: Refer to report.

• Scale and design of proposed dwelling and intensification of the plot in relation to the scale of the Victorian villa:

Comment - Refer to report for an assessment of the issues raised.

(G) SUPPORTING INFORMATION

Has the application been the subject of:

- (i) Environmental Statement: N
- (ii) An appropriate assessment under the Conservation (Natural Habitats) Regulations 1994: N
- (iii) A design or design/access statement: Yes.

The agent has submitted a Supporting Planning Statement indicating that the site is currently occupied by a substantial timber garage/store measuring 7.6 x 6.1 with a residential static caravan to the rear. The proposal involves the demolition of the existing timber garage/store, the removal of the static caravan and the erection of a modest single storey dwellinghouse. The agent has re-orientated the proposed dwelling to a position consistent with Hazelbank and Window Rock The main footprint of the building would be only 1.0 metre larger in each direction than the existing garage, with an attached wing to the rear creating an overall 'T' shaped plan. The ridge height would be 5.5 metres and all principal windows would be to the front and rear of the new dwelling in order to minimise overlooking of neighbouring properties. The agent considers that the proposed dwelling would have no more visual impact than the existing garage building.

The agent also wishes to point out that the existing garage/store was formerly an independently occupied dwellinghouse with photographs submitted from 1978 and 1992. The agent feels that that the appearance of the site would be significantly improved by virtue of the demolition of the existing garage/store and its replacement with a new building and that a residential static caravan is sited to the rear of the garage but has been there for many years and now exempt from planning control.

Agent concludes that a modest new dwelling could be erected without any adverse impact on either the character of the area or the amenity of the occupiers of adjoining properties.

(iv) A report on the impact of the proposed development e.g. Retail impact, transport impact, noise impact, flood risk, drainage impact etc: N

(H) PLANNING OBLIGATIONS

(i) Is a Section 75 agreement required: N

(I) Has a Direction been issued by Scottish Ministers in terms of Regulation 30, 31 or 32. N

(J) Section 25 of the Act; Development Plan and any other material considerations over and above those listed above which have been taken into account in the assessment of the application

(i) List of all Development Plan Policy considerations taken into account in assessment of the application.

Argyll and Bute Structure Plan 2002

STRAT SI 1 'Sustainable Development'; STRAT DC 1 'Development within the Settlements'; STRAT HO1 – 'Housing – Development Control Policy';

Argyll and Bute Local Plan (June 2009)

Policy LP ENV14 Development in Conservation Areas and Special Built Environment Areas;

Policy LP ENV19 Development Setting, Layout and Design (including Appendix A Sustainable Siting and Design Principles and Sustainable Design Guidance 1-4); Policy LP HOU1 General Housing Development;

Policy LP SERV1 Private Sewage Treatment Plants and Wastewater Systems;

Policy LP SERV2 Incorporation of Natural Features/Sustainable Drainage Systems;

Policy LP TRAN4 New and Existing Public Roads and Private Access Regimes;

Policy LP TRAN6 Vehicle Parking Provision including Appendix C Access and Car Parking Standards.

(ii) List of all other material planning considerations taken into account in the assessment of the application, having due regard to Annex A of Circular 4/2009.

Scottish Planning Policy (February 2010); Planning Advice Note 67 – 'Housing Quality' Third party representations.

(K) Is the proposal a Schedule 2 Development not requiring an Environmental Impact Assessment: N

(L) Has the application been the subject of statutory pre-application consultation (PAC): N

(M) Has a sustainability check list been submitted: N

(N) Does the Council have an interest in the site: N

(O) Requirement for a hearing (PAN41 or other): N

(P) Assessment and summary of determining issues and material considerations

Policy Considerations:

In the Argyll and Bute Local Plan (August 2009) the site is located within the small town and village settlement of Innellan where policies LP ENV 19 (including Appendix A

Sustainable Siting and Design Principles and Sustainable Design Guidance 1-4); LP HOU 1, LP SERV2, LP TRAN 4 and LP TRAN 6 primarily apply.

The application site also lies with a Special Built Environment Area (SBEA) where Policy LP ENV14 states a presumption against development that does not enhance the character or appearance or its setting of a SBEA. New development within these areas must be of the highest quality, respect and enhance the architectural and other special qualities that give rise to their designation.

Site & Surrounding Area

The application site comprises the northern portion of a larger plot containing Hazelbank, a traditional one-and-a-half storey dwellinghouse that has been subdivided historically into two flats. The applicant is related to the occupant of the upper flat.

The application site contains a large timber garage/storage building that is located close to the northern gable of Hazelbank and in poor condition. The application site is also bounded to the north by a modern dwellinghouse, Window Rock that is also located in very close proximity to the existing garage. The surrounding settlement pattern has no rigid building line or pattern but is generally typified by detached villas and dwellings set back from Shore Road with their main front elevations facing the Firth of Clyde and ample separation distances.

The application site includes the northern portion of the front garden area that is shown within the control of the upper flat although the curved driveway with two access points is in communal ownership with the lower flat. A number of vehicles are parked off this communal driveway on informal parking areas. There is no pedestrian footway along the frontage of the application site or along to the southern access.

The site slopes steeply to the rear where some of the wooded area has been cleared. Japanese Knotweed is evident on parts of the application site but some eradication works have been carried out recently. A residential caravan is sited to the rear of the garage but this has been in this position for many years and exempt from planning control. A smaller caravan is sited close to the northern boundary in front of the garage/store but this is currently being used for storage purposes.

Proposal

Planning permission is sought to demolish the existing garage, remove the residential caravan and erect a single storey dwellinghouse around the garage footprint. The building footprint would be sited some 3 metres behind the building line of Hazelbank, 5 metres from the north facing side gable of Hazelbank and 1 metre from the stone boundary wall to the north. The proposed dwelling would be orientated with its main front gable facing east and south facing side elevation facing the northern side gable of Hazelbank. The dwellinghouse would have a pitched and gabled roof with a pitched roof porch feature on the east elevation and projecting extension on the rear elevation. The dwellinghouse would comprise lounge/kitchen/dining, bedroom and bathroom in the main footprint with a further bedroom in the rear extension. On the north elevation facing the front garden ground of Window Rock are a side entrance door and window from a bathroom. On the southern elevation facing the blank gable of Hazelbank is a bedroom window. Twin rooflights are proposed on the front roof slope.

Proposed materials include white cement render for external walls with grey slate effect tiles are proposed for the roof with stained timber window frames and doors.

A rear garden area is shown (approximately 12 x 12 metres) and a portion of the front garden area is shown allocated to the proposed dwelling. No boundary treatments or landscaping proposals are specified.

The existing shared access from Shore Road will be used with a car parking and turning area for three vehicles cut into the front lawn to provide two car parking spaces for the proposed dwellinghouse and one for the upper flat within Hazelbank. An additional car parking space for the upper flat within Hazelbank is proposed in the narrow space between Hazelbank and the proposed dwellinghouse.

It is proposed to install a soakaway system in front of the dwellinghouse but only indicative details have been submitted. A connection is to be made to the public water supply and sewage network.

Assessment

While the agent comments that the garage/store was formerly used as a dwellinghouse, this was historic and has since lost any rights to that use by virtue of either abandonment or absorption as a domestic garage/store in association with the upper flat. Any assessment is therefore made on the proposal to erect a new dwellinghouse on the site of the garage/store that is currently ancillary to the upper flat.

Policy LP HOU 1 of the Argyll and Bute Local Plan states a general presumption in favour of housing development unless there is an unacceptable environmental, servicing or access impact. Such proposals should not overwhelm the townscape character or the capacity of the settlement and be consistent with all other policies of the Structure and Local Plan.

Policy LP ENV 19 requires developers and their agents to produce and execute a high standard of appropriate design in accordance with the design principles set out in Appendix A of the Local Plan, the Council's sustainable design guide and the following criteria:-

- (A) Development shall be sited and positioned so as to pay regard to the context within which it is located.
- (B) Development layout and density shall effectively integrate with the setting of the development. Layouts shall be adapted, as appropriate to take into account the location or sensitivity of the area. Developments with poor quality or inappropriate layouts or densities including over-development and over-shadowing of sites shall be resisted.
- (C) The design of developments and structures shall be compatible with the surroundings.
- (D) The design of buildings shall be suitably adapted to meet the reasonable expectations for special needs groups.
- (E) Energy efficient design and sustainable building practice is strongly encouraged.

Appendix A: Sustainable Siting and Design Principles

4.1 The location of houses within a settlement is the most critical factor. New development must be compatible with, and consolidate, the existing settlement. As a general principle, all new proposals should be designed taking the following into account:

Location: new housing must reflect or recreate the traditional building pattern or built form and be sympathetic to the setting, historical features or views of the local landscape.

Layout: must reflect local character/patterns and must be compatible with neighbouring uses. Ideally the house should have a southerly aspect to maximise energy efficiency.

Access: should be designed to maximise vehicular and pedestrian safety and not compromise the amenity of neighbouring properties.

Open Space/Density: all development should have some private open space (ideally a minimum of 100sqm); semi-detached/detached houses should only occupy a maximum of 33% of their site.

Services: connection to electricity, telephone and wastewater i.e. drainage schemes will be a factor – particularly if there is a limited capacity.

Design: the scale, shape, proportion of the development should respect or complement the adjacent buildings and the plot density and size. Colours, materials and detailing are crucial elements to pick up from surrounding properties to integrate a development within its context.

In terms of the agent's supporting statement, the proposed house seeks to make use of the site of the garage/storage building and replace it with a 'modest' 3-apartment dwelling. However, in terms of the policy criteria above, it is considered that the proposed dwellinghouse fails to create an acceptable infill development for the reasons stated below.

Settlement character, Building Line and Orientation:

The limited width of the area (19 metres maximum) between Hazelbank and Window Rock does not allow an independent dwellinghouse to be suitably sited with ample separation distance. This would result in 'cramming' of the site and contrary to the immediate settlement pattern where existing villas and other dwellings are generally set within larger plots with ample separation distances to adjacent dwellings. The siting of the proposed dwellinghouse with its side gable facing Hazelbank at a distance of approximately 5 metres and north elevation 6.5 metres from Window Rock would be sited too close to these dwellings with insufficient separation distance and therefore considered to be inconsistent with the surrounding layout and townscape character.

Design:

Whilst the design of the proposed dwellinghouse is an improvement on previous schemes, it is still for a separate 2-bedroom detached dwellinghouse with standard amenities. Whilst the proposed dwelling has a frontage of 8.5 metres compared to Hazelbank (10 metres) it would have a depth of 12 metres against 7.5 metres for Hazelbank. The footprint of the proposed dwellinghouse would be approximately 10sqm larger than the footprint of Hazelbank.

The department previously suggested to the agent that perhaps a very modest 'ancillary' dwelling might be accommodated within the limited side garden space and competes directly with its immediate neighbours in such close proximity. The scale and design of the dwelling on this small site results in over-development of the site, appearing shoe-horned between Hazelbank and Window Rock to the detriment of both existing and proposed dwellings. The siting, scale and design of the proposed dwellinghouse is considered to be unacceptable in the context of its relationship to Hazelbank and Window Rock.

General Siting, Layout and Amenity:

Whilst there would be no obvious overshadowing or overlooking issues to Hazelbank or Window Rock, it is the significance of removing meaningful private garden ground and intensifying the residential uses on the plot that cause serious concern. The justification for the proposal is the removal of the garage and replacing it with a dwellinghouse. The footprint of the garage is approximately 7 x 6 metres with its longer elevation facing east. The proposed building footprint is approximately 90sqm and more than twice the area of the garage footprint. The proposed dwelling would also extend some 6 metres to the rear of the existing garage taking it much closer to Window Rock and also visually dominant from the lower flat in Hazelbank.

Window Rock is a detached dwellinghouse located 19 metres to the north of Hazelbank. The proposed dwelling would occupy the space between these buildings resulting in a cramming effect whilst reducing the visual amenity of Window Rock with a dwellinghouse located in such close proximity.

The overall impact would be of settlement cramming with the proposed dwelling looking at odds with the existing split villa and modern detached dwelling to the rear.

Plot Density and Amenity Space:

The upper flat within Hazelbank benefits from having significant garden space, albeit this may not be used to its best advantage given the condition of the garage/storage building and residential caravan parked to the rear. The rear garden although large on plan is steep and wooded where meaningful amenity space could be better provided by the side and front garden areas.

The vehicular access is shared as are some other parts of the curtilage of Hazelbank upper and lower flats. The introduction of a further dwellinghouse into this existing arrangement would result in a loss of amenity for the occupants of existing and proposed dwellings.

The location of the car parking area in front of Hazelbank would also result in a loss of amenity for the occupants of the lower flat by virtue of additional vehicle movements form the proposed dwellinghouse and upper flat within Hazelbank by virtue of close proximity to habitable rooms and nuisance from car headlights.

Access and Car Parking:

A new car parking area is proposed in the front garden area with space for three vehicles to park. The agent has confirmed that this parking area will serve both the proposed dwellinghouse (2 spaces) and the upper flat (1 space) within Hazelbank and an additional space is also proposed for the upper flat in the narrow gap between Hazelbank and the proposed dwellinghouse.

The current set-up with the two flats within Hazelbank is problematic with car parking issues around the shared driveway where the occupants of the upper flat park their cars in an unsurfaced area in front of the timber garage and on other areas. As mentioned in 'Plot Density and Amenity Space' above, the proposed car parking and turning space to serve both the proposed dwelling and the existing upper flat within Hazelbank would result in an unacceptable reduction in amenity for the lower flat in Hazelbank.

Roads comment that the required visibility splays are 42 x 2.4 m and that there is currently no footway along the frontage, only a demarcation line some 1.2 metres away from the boundary wall. A Section 75 Agreement would be required to ensure that the visibility splays are maintained as they extend beyond the ownership of the applicant. As the visibility splays are outwith the application site, the applicant has apparently no ability to provide the requested sightlines therefore contrary to policy LP TRAN 4 of the Local Plan.

Surface Water Drainage:

Scottish Water requires a totally separate surface water drainage system with surface water discharging to a suitable outlet. Only an indicative rainwater soakaway is shown in front of the proposed dwellinghouse with no other details submitted. It is considered that this matter could, however, be addressed via a planning condition and therefore generally consistent with Policy LP SERV 2 of the Local Plan.

Conclusion

The current proposal is the third attempt by the applicant to obtain planning permission for a dwellinghouse located between Hazelbank and Window Rock. Early pre-application advice to the applicant suggested that an ancillary annexe building might be capable of being accommodated in the narrow space between these dwellings but all three applications to date propose larger independent dwellinghouses that require their own dedicated amenities within a plot where facilities would be shared with the existing flats within Hazelbank.

Whilst the removal of the existing dilapidated garage and residential caravan from the site would visually improve this part of the plot, the erection of a new dwellinghouse that would effectively be crammed between Hazelbank and Window Rock would have a detrimental impact on the setting and amenity of these properties where the new dwellinghouse would be at odds and compete with the neighbouring buildings. Neither, should the presence of the garage/store as an outbuilding to the Hazelbank upper flat constitute a 'residential' infill plot.

The plot belonging to the upper flat appears to have existing car parking problems where a new garage/storage building in this location may offer a better solution than

to introduce more vehicles onto the site which would then be shared by three separate residential properties.

On the basis of all of the above, the proposal is considered to be inconsistent with the relevant policies contained in the Argyll and Bute Structure Plan and Argyll and Bute Local Plan by virtue of inappropriate siting and design, significant impact on the amenity of the existing adjacent dwellings, impact of surrounding townscape character within a Special Built Environment Area and potential to exacerbate an existing parking problem to the detriment of the existing flats in Hazelbank.

(Q) Is the proposal consistent with the Development Plan: N

(R) Reason why planning permission or a Planning Permission in Principle should be granted.

Not applicable, application being recommended for refusal.

(S) Reasoned justification for a departure from the provisions of the Development Plan

n/a

(T) Need for notification to Scottish Ministers or Historic Scotland: N

Author of Report: Brian Close Date: 14 September 2012

Reviewing Officer: David Eaglesham Date: 1 October 2012

Angus Gilmour

Head of Planning & Regulatory Services

REASON FOR REFUSAL RELATIVE TO APPLICATION REFERENCE 12/01566/PP

1. Having regard to the character of the immediate settlement pattern that provides for detached dwellings with generous curtilages allowing meaningful separation distances between dwellings, the proposed dwellinghouse would be sandwiched in the side amenity space between Hazelbank and Window Rock. Sited in such close proximity to these dwellings, the proposal would result in unacceptable infill development at odds with the character of the immediate established settlement pattern of the area, resulting in reduced standards of amenity for the existing lower and upper flats within Hazelbank, and Window Rock, where the proposed dwellinghouse would be visually dominant and overbearing. Additionally, the proposed dwellinghouse including its scale, design and siting and lack of adequate separation distances would result in the overdevelopment of the site given the subsequent removal of amenity and visual space around Hazelbank to the detriment of the adjacent dwellings and to the character of the Special Built Environment Area.

Accordingly, the proposal is considered to be contrary to the principles of sustainable development and that of protecting and enhancing the quality of the environment as identified in Scottish Planning Policy (February 2010); Planning Advice Note 67 - 'Housing Quality; STRAT SI 1, STRAT DC 1, STRAT HO 1 of the Argyll and Bute Structure Plan 2002; and to Policies LP ENV 1, LP ENV14, LP ENV 19 (including Appendix A Sustainable Siting and Design Principles and Sustainable Design Guidance 1-4); and LP HOU 1 of the Argyll and Bute Local Plan (August 2009), all of which presume against the nature of the development proposed and advises that;

"The design of a successful place will begin with understanding how new housing can be connected to the settlement patterns of an area....." New housing should take account of the wider context and be integrated into its wider neighbourhood, where issues to consider include the topography of the site and its relationship to adjacent sites and natural and built features". (Planning Advice Note 67 - 'Housing Quality'')

"Infill sites within existing settlements can often make a useful contribution to the supply of housing land. Proposals for infill sites should respect the scale, form and density of the surroundings and enhance the character and amenity of the community. The individual and cumulative effects of infill development should be sustainable in relation to social, economic, transport and other relevant physical infrastructure and should not lead to over development". (Scottish Planning Policy 2010, para. 82).

The things that must be considered when developing an infill site are access and car parking provision and the scale and design of the proposal, which should be in harmony with the surrounding area, particularly the adjacent buildings. The amenity and privacy of neighbouring properties should also be considered. (10.2, Appendix A: Sustainable Siting and Design Principles, Argyll and Bute Local Plan 2009)

The introduction of a further independent dwellinghouse to the plot where some of the facilities are communal, would result in a loss of existing amenity for the existing two flats within Hazelbank and also result in an intensification of the plot in respect of reduced amenity spaces, and an increase in car parking, visitors, servicing and deliveries. There are existing parking issues within the larger plot which the proposal with its particular requirements would only exacerbate to the detriment of existing dwellings.

The removal of amenity space and intensification of the plot with the addition of an additional separate dwellinghouse and car parking spaces in the front garden area and also between Hazelbank and the proposed dwellinghouse is considered to be unacceptable and would be contrary to the surrounding settlement character where traditional dwellings benefit from generous private amenity spaces. Such a development would therefore be contrary to Policies LP ENV 19 (including Appendix A Sustainable Siting and Design Principles and Sustainable Design Guidance 1-4) and LP

- HOU 1 of the Argyll and Bute Local Plan (August 2009), all of which now presume against the nature of the development proposed.
- 3. The proposal lacks necessary improvements to the existing access to improve sightlines that would appear to be outwith the applicant's control. The northern access would require the provision of sightlines (42 metres from a 2.4 metre setback), where the northbound sightline is on land outwith the applicant's control. Accordingly, the inability to provide the necessary visibility splay would be contrary to Policy LP ENV 19 'Development Setting, Layout and Design' including Appendix A Sustainable Siting and Design Principles, Policy LP TRAN 4 'New and Existing, Public Roads and Private Access' of the Argyll and Bute Local Plan (August 2009).

APPENDIX TO DECISION REFUSAL NOTICE

Appendix relative to application 12/01566/PP

(A) Submitted Drawings

For the purpose of clarity it is advised that this decision notice relates to the following refused drawings:

2012_0025/00 Rev B 2012_0025/04 Rev A 2012_0025/01 Rev A 2012_0025/03 2012_0025/02 Rev A

(B) Has the application been the subject of any "non-material" amendment in terms of Section 32A of the Town and Country Planning (Scotland) Act 1997 (as amended) to the initial submitted plans during its processing?

Yes. Revised site location plans submitted indicating the position of the existing garage/store.