

Report To: The Planning Board

Date: 2 November 2022

**Report By: Interim Director
Environment and Regeneration**

Report No: 22/0152/IC

**Local Application
Development**

Contact Officer: Sean Mc Daid

Contact No: 01475 712412

Subject: Change of use and conversion of guesthouse to form three flatted dwellings with erection of extension at side to accommodate staircase; installation of enlarged dormer window at front; installation of window at first floor level at side; installation of rooflight and enlarged rooflights at side at Lindores Manor, 61 Newark Street, Greenock



SUMMARY

- The proposal accords with the both the adopted and proposed Inverclyde Local Development Plans.
- Representations were received.
- The consultation responses present no impediment to development.
- The recommendation is to GRANT SUBJECT TO CONDITIONS.

Drawings may be viewed at:

[22/0152/IC | Change of use and conversion of guesthouse to form three flatted dwellings with erection of extension at side to accommodate staircase; installation of enlarged dormer window at front; installation of window at first floor level at side; installation of rooflight and enlarged rooflights at side | Lindores Manor 61 Newark Street Greenock PA16 7TE \(inverclyde.gov.uk\)](#)

SITE DESCRIPTION

The site is part of a Category C listed building which contains a number of residential properties and had been a hotel/guesthouse. The part of the building that is the subject of this application is two and a half storeys with dormer windows of different sizes and designs on the north-east facing (front) roof slope. The building is constructed from stone and has slates on the roof. The windows are white coloured timber. There is an entrance portico on the front elevation and the front door is brown in colour. There is an emergency exit door with steps on the south-east facing (side) elevation as well as an access ramp. There are also external steps that lead down to the basement.

The building is set back from Newark Street and a tarmac driveway slopes up from the entrance to the site off Newark Street before levelling off at the front and side of the building. There are stone gate posts at the entrance to the site. There is a parking area at the side of the driveway adjacent to the sloping front lawn and a parking area at the front of the building. There is a timber fence at the side of the tarmac area at the side of the building and beyond this there is an access to the property at the rear. There are a variety of trees at the site.

The surrounding area is predominately residential in character. The site is also located in the Greenock West End Conservation Area.

PROPOSAL

Planning permission is sought to convert the application site to three flatted dwellings, to erect a side extension and carry out various external alterations associated with the conversion. There is to be a flatted dwelling on each of the ground, first and second floors. The submitted drawings show various internal alterations associated with the proposed conversion to the three flatted dwellings.

The proposed extension is to be attached to the south-east facing elevation with the existing external steps and access ramp removed. The extension is to accommodate a stairwell to access the proposed flatted dwellings on the first and second floors. The extension is to extend out by approximately 3m and is to be approximately 4.8m long. The extension is to have a flat roof that is approximately 8.3m high. The top of the roof is to be below the eaves lines of the roof of the building. The main external materials to be used on the extension are indicated as buff coloured re-constituted stone on the walls, grey coloured aluminium powder coated double glazed windows and grey coloured lead finish on the roof. A grey aluminium powder coated door is to be installed on the side elevation of the extension.

An enlarged dormer window is to be installed on the north-east facing (front) roof slope. The enlarged dormer window is to be positioned above a section of wall between two windows at first floor level. The dormer window is to be approximately 2.4m wide and approximately 2.1m high. The dormer is to have black coloured timber facings, slates on the cheeks, grey lead finish on the flat roof and a white coloured double glazed window.

The proposal also involves installing a window at first floor level at the side as well as installing/relocating a rooflight and installing enlarged rooflights at the side. The new window at first floor level is to match the appearance of a window that is to be blocked up where the extension is to be located as well as another window that is located towards the rear part of this elevation which is to be retained. There are currently six rooflights on the side roof slope. The submitted drawings show two rooflights on the side roof slope being removed with these being towards the front and centre part of the side roof slope. One of these rooflights is to be relocated further along the side roof slope to align with the adjacent rooflights. The enlarged rooflights are to be located towards the rear part of the side roof slope and are indicated as conservation style windows.

A separate Listed Building Consent has been granted on 7th September 2022 for the proposed development including the various internal alterations associated with the proposed conversion to the three flatted dwellings (22/0006/LB).

ADOPTED 2019 LOCAL DEVELOPMENT PLAN POLICIES

Policy 1 - Creating Successful Places

Inverclyde Council requires all development to have regard to the six qualities of successful places. In preparing development proposals, consideration must be given to the factors set out in Figure 3. Where relevant, applications will also be assessed against the Planning Application Advice Notes Supplementary Guidance.

Policy 11 - Managing Impact of Development on the Transport Network

Development proposals should not have an adverse impact on the efficient operation of the transport and active travel network. Development should comply with the Council's roads development guidelines and parking standards. Developers are required to provide or contribute to improvements to the transport network that are necessary as a result of the proposed development.

Policy 28 - Conservation Areas

Proposals for development within or affecting the setting of a conservation area, are to preserve or enhance the character and appearance of the area. In assessing such proposals regard will be had to any relevant Conservation Area Appraisals or other information relating to the historic or architectural value of the conservation area. Where the demolition of an unlisted building is proposed, consideration will be given to the contribution the building makes to the character and appearance of the conservation area. If such a building makes a positive contribution to the area, there will be a presumption in favour of retaining it. Proposals for demolition will not be supported in the absence of a planning application for a replacement development that preserves or enhances the character and appearance of the conservation area.

Policy 29 - Listed Buildings

Proposals for development affecting a listed building, including its setting, are required to protect its special architectural or historical interest. In assessing proposals, due consideration will be given to how the proposals will enable the building to remain in active use.

Demolition of a listed building will not be permitted unless the building is no longer of special interest; it is clearly incapable of repair; or there are overriding environmental or economic reasons in support of its demolition. Applicants should also demonstrate that every reasonable effort has been made to secure the future of the building.

Adopted Planning Application Advice Note (PAAN) 4, 6 and 7 on "House Extensions", "Dormer Windows" and "Windows and Rooflights in Conservation Areas and Listed Buildings" applies.

PROPOSED 2021 INVERCLYDE LOCAL DEVELOPMENT PLAN POLICIES

Policy 1 - Creating Successful Places

Inverclyde Council requires all development to have regard to the six qualities of successful places. In preparing and assessing development proposals, consideration must be given to the factors set out in Figure 2 and demonstrated in a design-led approach. Where relevant, applications will also be assessed against the Planning Application Advice Notes and Design Guidance for New Residential Development Supplementary Guidance. When assessing proposals for the development opportunities identified by this Plan, regard will also be had to

the mitigation and enhancement measures set out in the Strategic Environmental Assessment Environmental Report.

Policy 12 - Managing Impact of Development on the Transport Network

Development proposals should not have an adverse impact on the efficient operation of the transport and active travel network.

Development should comply with the Council's roads development guidelines and parking standards, including cycle parking standards.

Developers are required to provide or financially contribute to improvements to the transport network that are necessary as a result of the proposed development.

Policy 20 - Residential Areas

Proposals for development within residential areas will be assessed with regard to their impact on the amenity, character and appearance of the area. Where relevant, assessment will include reference to the Council's Planning Application Advice Notes Supplementary Guidance.

Policy 28 - Conservation Areas

Proposals for development, within or affecting the setting of a conservation area, are to preserve or enhance the character and appearance of the area. In assessing such proposals regard will be had to any relevant Conservation Area Appraisals or other information relating to the historic or architectural value of the conservation area.

Where the demolition of an unlisted building is proposed, consideration will be given to the contribution the building makes to the character and appearance of the conservation area. If such a building makes a positive contribution to the area, there will be a presumption in favour of retaining it. Applicants should demonstrate that every reasonable effort has been made to secure the future of the building. Proposals for demolition will not be supported in the absence of a planning application for a replacement development that preserves or enhances the character and appearance of the conservation area.

Policy 29 - Listed Buildings

Proposals for development affecting a listed building, including its setting, are required to protect its special architectural or historical interest. In assessing proposals, due consideration will be given to how the proposals will enable the building to remain in active use.

Demolition of a listed building will not be permitted unless the building is no longer of special interest; it is clearly incapable of meaningful repair; or there are overriding environmental or economic reasons in support of its demolition. Applicants should also demonstrate that every reasonable effort has been made to secure the future of the building as set out in national guidance.

Draft Planning Application Advice Note (PAAN) 4, 6 and 7 on "House Extensions", "Dormer Windows" and "Windows and Rooflights in Conservation Areas and Listed Buildings" applies.

CONSULTATIONS

Head of Service – Roads and Transportation – advises the following:

- Parking should be provided in accordance with the National Guidelines.
- The proposed building has 2 no 3 bedroom flats and 1 no 2 bedroom flat. These require 2 parking spaces each. The total parking required is 6 parking spaces and 1 visitor parking space. The existing parking meet these requirements.
- All surface water run-off to be contained within the site and discharge flows to limited to that of greenfield run-off.

Head of Public Protection and Covid Recovery – advises no comments to make in relation to Food & Health, Air Quality or Contaminated Land. Recommends conditions relating to containers to be used to store waste materials and recyclable materials, external lighting and sound insulation having regard to advice and standards contained in the current Scottish Building Regulations.

PUBLICITY

The application was advertised in the Greenock Telegraph on 24th June 2022 as development affecting a conservation area.

SITE NOTICES

A site notice was posted on 24th June 2022 for a development affecting a conservation area.

PUBLIC PARTICIPATION

The application was subject to neighbour notification and representations from 9 individuals in two objection letters were received. The grounds of objection are summarised as follows: no work has been done to remove dangerous and decaying trees within the site; existing trees causing damage to boundary walls and neighbouring buildings; many trees are diseased; branches/debris from the existing trees falls into neighbouring properties; existing trees are high with potential to fall on to neighbouring houses and the driveway at the site

A further representation welcomes the property being restored to residential use however expresses concerns regarding: the plan in red shown on the Neighbour Notification shows land not owned by the applicant; the plans submitted with the application and outlined in red shows land outwith the ownership of the applicant; property numbers not shown on the plans; the Land Ownership Certificate being incorrect based on what is shown on the application plans; a condition was imposed on a planning permission in 1998 to paint "Access Keep Clear" at the access to a neighbouring drive and this should be considered to be done again; roads safety and visibility issues at the access from/to Newark Street; suggests a condition that drivers should not reverse out onto Newark Street if they meet another vehicle at the bottom of the driveway; and refers to building materials, etc left around the property during previous work in 1998.

ASSESSMENT

The material considerations in the assessment of this application are: the adopted Inverclyde Local Development Plan; the proposed Inverclyde Local Development Plan; the adopted and draft Planning Application Advice Notes (PAAN) 4, 6 and 7 on "House Extensions", "Dormer Windows" and "Windows and Rooflights in Conservation Areas and Listed Buildings"; Historic Environment Scotland's Policy Statement and "Managing Change in the Historic Environment" guidance notes on "Use and Adaption of Listed Buildings", "Extensions", "Windows", and "Roofs"; the consultation responses; and the previous planning permission.

Scottish Planning Policy introduces a presumption in favour of sustainable development and indicates that the planning system should support economically, environmentally and socially sustainable places by enabling development that balances the costs and benefits of a proposal over the longer term. The aim is to achieve the right development in the right place but not to allow development at any cost. The Spatial Development Strategy of both the adopted and proposed Local Development Plans directs residential development to existing built-up areas in the first instance. In this regard the site is located in an established residential area as identified under Policy 20 of the proposed Local Development Plan. As such this site is considered to be in a sustainable location and therefore the proposal accords in general terms with Scottish Planning Policy the Spatial Development Strategy of the Local Development Plans.

Policy 1 of both the adopted and proposed Local Development Plans requires development to have regard to the six qualities of successful places, taking account of the factors set out in the

Figures 3 and 2 respectively. In this proposal, the relevant factors relate to being 'Distinctive' through reflecting local architecture and urban form (which has been changed to "reflect local vernacular/architecture and materials" in the proposed LDP), 'Adaptable', 'Resource Efficient' and being 'Safe and Pleasant' by avoiding conflict with adjacent uses and "Welcoming" by integrating new development into existing communities.

The proposal will bring the application site back into active use and involves previously developed land. The proposal therefore accords in general terms with the qualities of being 'Adaptable' and 'Resource Efficient' under Policy 1 of both the adopted and proposed Local Development Plans. The re-use and re-development of the building for three flatted dwellings also integrates the development into the existing community and accords with the quality of "Welcoming" under Policy 1 of both the adopted and proposed Local Development Plans.

The proposed side extension is not considered to result in overshadowing or significant overlooking given its location and that it is to accommodate a stairwell. The enlarged dormer window at the front and the position of the proposed window and rooflights at the side are not considered to result in significant overlooking that would affect privacy. The proposal is therefore considered to accord with the quality of being 'Safe and Pleasant' under Policy 1 of both the adopted and proposed Local Development Plans.

Policy 28 of both the adopted and proposed Local Development Plans indicate proposals for development within a conservation area are to preserve or enhance the character and appearance of the area. In assessing such proposals regard will be had to any relevant Conservation Area Appraisals or other information relating to the historic or architectural value of the conservation area. In terms of Policy 28 of both the adopted and proposed Local Development Plans the Greenock West Conservation Area Appraisal identifies the site as being within the North West Character Area which was largely developed in the early, mid and late 19th century although there is circa 10% being later development. The pattern of development is less formal than other parts of the Conservation Area with larger plots set out along broad thoroughfares and being relatively low density and buildings set back from the street in garden grounds. The Appraisal indicates for new development that particular attention is paid to using traditional or compatible materials; respecting the setting of existing buildings; original or historic features should be retained wherever possible; the use of materials which are high quality, durable and which complement the palette of materials traditionally found in the Conservation Area is encouraged; and colours should be muted and in keeping with the rest of the Conservation Area.

The impact on the conservation area of the proposed extension and the various external alterations is considered to be acceptable for the same reasons as referred to in the assessment against Policy 1 above and is therefore acceptable under the terms of Policy 28 of both the adopted and proposed Local Development Plans.

Policy 29 of both the adopted and proposed Local Development Plans indicate that proposals affecting a listed building are required to protect its special architectural or historical interest and due consideration will be given to how the proposals will enable the building to remain in active use. When considering the proposal against Policy 29 the advice/guidance from Historic Environment Scotland is relevant.

Historic Environment Scotland's guidance on the "Use and Adaption of Listed Buildings" indicates new uses may enable retaining much of the fabric and special interest of a building. The guidance recognises the process of conversion will have some impact on a building's special interest, regardless of how well it is handled. The guidance indicates continued use of a listed building for its original function will normally be the best way to retain its historic character. The continued use of buildings is sustainable and is often the least environmentally damaging option. The use and reuse of buildings retains the embodied energy expended in the original construction and sourcing of materials. Retention saves carbon associated with new-build, including costs in new materials, transport, demolition, landfill and new infrastructure. A range of options are indicated to allow listed buildings to be re-used or adapted. The proposed conversion to three flatted dwellings will bring the building back into use and in general terms accords with this guidance.

Historic Environment Scotland's guidance on "Extensions" advises that extensions: must protect the character and appearance of the building; should be subordinate in scale and form; should be located on a secondary elevation; and must be designed in a high-quality manner using appropriate materials. The proposed extension is limited in size when compared to the existing building and is also considered to be subordinate in appearance. The proposed extension is located behind the principal elevation of the building and away from general public view from outwith the site and will not be readily visible from Newark Street. Although the extension has a flat roof when compared to the remainder of the building it is generally simple in form compared to the more ornate appearance of the principal elevation of the building in particular and does not attempt to replicate the appearance of the building. It is located on a secondary elevation and the proposed external materials are considered in general terms to be appropriate as they are intended to reflect those on the building or are subdued in colour. It is however considered appropriate for a condition to be attached to require the submission of samples/details of all the proposed external materials for further written approval. The proposed extension is considered to generally accord with the advice from Historic Environment Scotland.



View of front elevation of the building

Historic Environment Scotland's guidance on "Windows" indicates the location and design are key considerations in proposals for new window openings. New openings must be carefully located to avoid disruption to the characteristics of the surrounding external and internal context. For example, subsidiary elevations with no formal symmetry, or rooms with few internal features, are likely to be more suitable for new window openings than principal elevations or rooms. Where the location is appropriate in principle, the design of the new window must take account of the size, proportion, material and detailing of surrounding nearby windows. The proposed window at the side at first floor level is to match the appearance of the window that is being removed as well as the window that is being retained at this side of the building. The position of the proposed window is on a secondary elevation on which there is a variety in the style and position of the windows on both the ground and first floors. The new window is considered to accord with this guidance and the specific details of the window to be installed can be addressed by a condition.

Historic Environment Scotland's guidance on "Windows" also advises on the blocking up of windows and converting windows to doors, which is to occur at first floor level at the side of this building. The advice is permanent blocking of windows by building up the opening should only occur where the window makes very little contribution to the character of the building. The advice is that when converting windows to doors subsidiary elevations are more suitable for work of this type. The window to be blocked up and the window converted to a door are on a subsidiary elevation and when the work is completed they will be within the interior of the

proposed side extension. The works will not be evident from the exterior of the building. These particular works are considered acceptable against this advice.

Historic Environment Scotland's guidance on "Roofs" indicates that early historic dormer windows should be retained. The addition of new features to principal or prominent roof slopes should generally be avoided. New dormer windows and rooflights should be appropriately designed and located with care. The proposed dormer window is on the front elevation contrary to this advice however this needs to be balanced against its size being limited in comparison to the roof of the building and it does not dominate the roof. It is also considered to be appropriately located between the part of the external wall between the windows on the first floor. The proposed enlarged rooflights are indicated as being "conservation style" and this is acceptable for a listed building and the terms of this guidance. The specific details of the rooflights to be installed can be addressed by a planning condition if the application is approved.

The proposed extension and various external alterations are considered to be acceptable when assessed against the relevant guidance from Historic Environment Scotland and in turn acceptable assessed against Policy 29 of both the adopted and proposed Local Development Plans.



View of side elevation of the building

Policy 11 of the adopted Local Development Plan and Policy 12 of the proposed Local Development Plan are also relevant and relate to managing the impact of development on the roads network and in particular for the development to comply with the Council's parking standards. The Head of Service – Roads and Transportation has not raised any objections to the proposal in terms of traffic generation or its impact on the roads network. The Head of Service – Roads and Transportation has advised that the requisite amount of off-street parking can be provided at the site. The advice that all surface water run-off be contained within the site and discharge flows limited to that of greenfield run-off can be addressed as an advisory note.

The advice from the Head of Public Protection regarding containers to store waste and recyclable materials can be addressed by a planning condition. The advice regarding external lighting and sound insulation having regard to advice and standards contained in the current Scottish Building Regulations can be addressed by advisory notes.

A material consideration in assessing this application is that planning permission was granted previously 5th October 2009 for the conversion of hotel to form three flatted dwellings including

access stairwell (09/0188/IC). The access stairwell was to have been in a side extension although its footprint was to be narrower and longer than currently proposed. This extension was to have a hipped roof that was higher and linked into the side roof slope of the building.

With regard to the objections that have been received the following comments are made. The majority of objections do not comment on or relate to the proposed changes/alterations to the building, however instead relate to the condition of trees at the site. Consideration of the condition of the trees is outwith the remit of this particular application and it should be noted that permission was granted on 10th October 2022 under 22/0048/TRE for the removal of 30 trees at this site including the trees along the east side of the driveway.

The plan on the Notice to Neighbours is based on the location plan that was initially submitted with the planning application. However the purpose of the plan on the Notice to Neighbours is to show the application site and is not a land ownership plan. The location plan submitted with the application has been subsequently corrected by the applicant's agent to correspond with the land that the applicant owns. This is a minor change to the plan and did not require Notice to Neighbours to be re-served as no additional properties would have been required to be notified of the submission of the planning application. The Notices to Neighbours that were issued did not prejudice neighbouring properties from commenting on the application, which has been done. The plans submitted with the application and the plan on the Notice to Neighbours are from Ordnance Survey maps and if any property numbers that are not on them this is the responsibility of the Ordnance Survey to address.

The condition on the planning permission from 1998 (IC/97/377) requiring "Access Keep Clear" being painted at the access to the neighbouring drive related to the use of the building as a guesthouse. The driveway at this location is not part of the public roads network and it is not considered that a planning condition is necessary to require "Access Keep Clear" at the access to the neighbouring drive to be painted given the number and type of vehicle trips associated with the development now proposed compared to the guesthouse use. With regard to potential roads safety issues at the access to the site to and from Newark Street roads safety and visibility issues at the access from/to Newark Street the Head of Service – Roads and Transportation has not raised any objection to the application in term so the use of the existing access/driveway nor the impact of the development on the roads network. It would also not be possible to attach a planning condition not allowing vehicle reversing. It would be expected that the construction work is carried out in an appropriate manner however it would not be necessary to condition where building materials are stored on site or for how long.

In conclusion, it is considered that the proposal is acceptable under Policies 1, 11, 28 and 29 of the adopted Local Development Plan as well Policies 1, 12, 20, 28 and 29 of the proposed Local Development Plan. The proposal is also considered acceptable against the advice from Historic Environment Scotland and in both the adopted and draft PAAN4, PAAN6 and PAAN7.

RECOMMENDATION

That planning permission be granted subject to the following conditions:

1. Development shall not commence until samples of materials to be used on all external surfaces of the extension hereby approved have been submitted to and approved in writing by the Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.
2. Development shall not commence until details of the window to be installed on the side elevation at first floor level as shown on drawing 04 PL Rev B have been submitted to and approved in writing by the Planning Authority. Details of the proposed window, including depth of recess, shall be submitted in the form of drawings at a scale of 1:20 and approved in writing by the Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.
3. For the avoidance of doubt the rooflights to be installed on the side roof slope as shown on drawing 04 PL Rev B shall be of traditional form and/or "conservation style".

Development shall not commence until details/drawings of the rooflights have been submitted to and approved in writing by the Planning Authority. Thereafter the rooflights shall be implemented in accordance with the approved details.

4. Development shall not commence until the materials to be used on the enlarged dormer window to be installed on the front roof slope as shown on drawing 04 PL Rev B have been submitted to and approved in writing by the Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.
5. Development shall not commence until details/plans of bin stores to house containers to store waste materials and recyclable materials have been submitted to and approved in writing by the Planning Authority. Thereafter the bin stores shall be implemented in accordance with the approved details no later than the first flatted dwelling is occupied.

Reasons:

1. To ensure the development is acceptable in appearance and the materials are appropriate for the listed building.
2. To ensure the window is acceptable in appearance and matches an existing window on the side elevation.
3. To ensure the development is acceptable in appearance and respects the character of the listed building.
4. To ensure the development is acceptable in appearance and respects the character of the listed building.
5. To ensure the development has the appropriate amount of containers to store waste materials and recyclable materials as well as being acceptable in appearance.

Stuart Jamieson
Interim Director
Environment and Regeneration

Local Government (Access to Information) Act 1985 – Background Papers. For further information please contact Sean Mc Daid on 01475 712412.