

Report To: The Planning Board

Date: 7 June 2023

Report By: Director
Environment & Regeneration

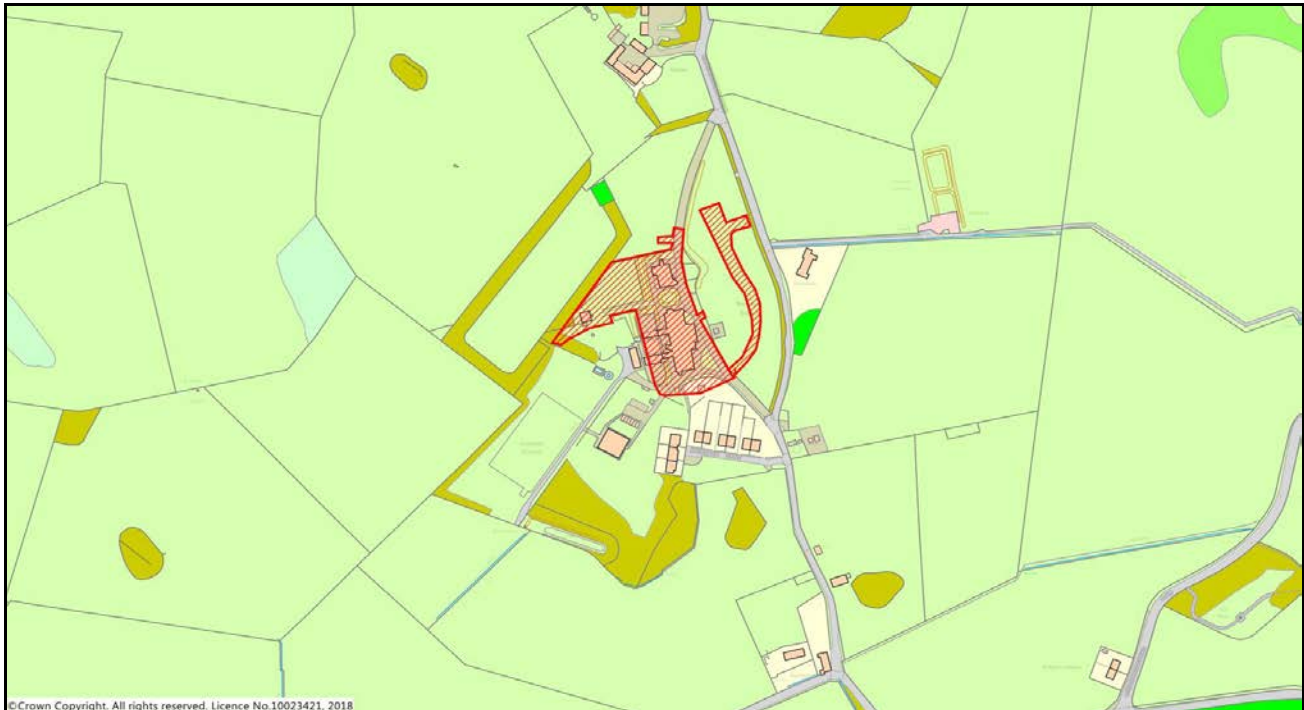
Report No: 23/0020/IC

Local Application
Development

Contact Officer: Sean Mc Daid

Contact No: 01475 712412

Subject: Conversion of existing Main Building, Annexe Building and Water Tower into residential units. Main Building - facade retention to North, South and East elevations with full reconstruction of west elevation, internal floor plates and roof, new windows throughout. Annexe Building - internal alterations and repairs to suit new layout. Roof overhauled/reslated, new windows throughout. Water Tower Building - Existing ground floor walls retained with new upper floor construction to match existing (renewal of previous planning permission 17/0351/IC) at
Balrossie House, Blacksholm Road, Kilmacolm



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SUMMARY

- The proposal presents no conflict with National Planning Framework 4.
- The proposal is a departure from the adopted Inverclyde Local Development Plan as the site is not identified for residential development.
- The proposal accords with the proposed Inverclyde Local Development Plan being part of land identified for residential development.
- Consultation responses present no impediment to development.

- One representation objecting to the application has been received and one representation is in support of the application has been received.
- The recommendation is to GRANT PLANNING PERMISSION subject to conditions.

Drawings may be viewed at: [23/0020/IC | Conversion of existing Main Building, Annexe Building and Water Tower into residential units. Main Building - facade retention to North, South and East elevations with full reconstruction of west elevation, internal floor plates and roof, new windows throughout. Annexe Building - internal alterations and repairs to suit new layout. Roof overhauled/reslated, new windows throughout. Water Tower Building - Existing ground floor walls retained with new upper floor construction to match existing \(renewal of previous planning permission 17/0351/IC\). | Balrossie House Blacksholm Road Kilmacolm PA13 4ST \(inverclyde.gov.uk\)](#)

SITE DESCRIPTION

The former Balrossie childrens home is located in the countryside on the west side of Blacksholm Road north of its junction with the B788, and approximately 1 mile west of Kilmacolm.

The home and annexe building (which is located to the north of Balrossie House) are at the front of the site, behind which was the staff annexe and a small single storey ornamental building. All are category B listed buildings.

The main building is 2-storey Scottish Renaissance featuring gothic details, a piended roof with a prominent centre gabled section and 2 single-storey service wings extending from the rear. The annexe is a 2-storey, 3-bay building. The ornamental building is a small, square-plan, flat-roofed water tower building originally forming a focal point in the garden. The listing also extends controls to boundary features, including the entrance gates at the north and south ends of the original driveway into the site.

Adjacent and to the south of the site lie a group of houses in a cul-de-sac at Balrossie Drive that were originally associated with the former childrens home but now in private ownership.

The grounds around the listed buildings have not been maintained in recent years and self-seeded trees have also become established over time.

PREVIOUS PERMISSIONS

The following permissions are relevant to the current application.

Planning permission 17/0351/IC was granted on 2nd August 2018 subject to conditions for the conversion of the existing Main Building, Annexe Building and Water Tower into residential units. This involved altering Balrossie House to form 12 flats, converting the Annexe building to two houses and for a house in the altered and extended Water Tower. This permission specifically approved the following: Main Building - façade retention to north, south and east elevations with full reconstruction of west elevation, internal floor plates and roof, new windows throughout; Annexe Building - internal alterations and repairs to suit new layout. Roof overhauled/re-slatted, new windows throughout; Water Tower Building - existing ground floor walls retained with new upper floor construction to match existing.

Listed building consent 17/0038/LB was also granted subject to conditions on 2nd August 2018 for the conversion of existing Main Building, Annexe Building and Water Tower into residential units. This again involved altering Balrossie House to form 12 flats, converting the Annexe building to two houses and for a house in the altered and extended Water Tower. This consent specifically approved the following: Main Building - façade retention to north, south and east elevations with full reconstruction of west elevation, internal floor plates and roof, new windows throughout; Annexe Building - internal alterations and repairs to suit new layout. Roof overhauled/re-slatted, new windows throughout; and Water Tower Building - existing ground floor walls retained with new upper floor construction to match existing.

It should be noted that under normal circumstances planning permission 17/0351/IC would have expired on 2nd August 2021. However the Town and Country Planning (Miscellaneous Temporary Modifications) (Coronavirus) (Scotland) Regulations 2022 extended the lifetime of planning permissions that would have lapsed during the pandemic before the end of the defined “emergency period”. As a result planning permission 17/0351/IC expired on 31st March 2023.

Listed Building Consent 23/0002/LB was granted on 3rd April 2023 for the conversion of the existing Main Building, Annexe Building and Water Tower into residential units. This involved altering Balrossie House to form 12 flats, converting the Annexe building to two houses and for a house in the altered and extended Water Tower. This consent specifically approved the following: Main Building - facade retention to North, South and East elevations with full reconstruction of west elevation, internal floor plates and roof, new windows throughout. Annexe Building - internal alterations and repairs to suit new layout. Roof overhauled/re-slatted, new windows throughout. Water Tower Building - existing ground floor walls retained with new upper floor construction to match existing

PROPOSAL

The current application for planning permission is in effect the same development as approved under 17/0351/IC and the approved development has not been carried out in the intervening period. The current application also relates to the alterations to the listed buildings that were recently approved under 23/0002/LB.

In the main building it is proposed to retain the east (front), south and north facades. The west (rear) elevation will be reinstated using materials matching the other elevations. The reinstated rear elevation will incorporate additional fenestration and doors and non-original additions will be demolished. Alterations to the side elevations are limited but include the demolition of the non-original extension and the punching through of a new window and doors. Otherwise, the key alterations to the front elevation are limited to four new doors. New roof light windows will also be introduced to the roof space parallel with the side elevations. New double glazed timber sash and casement windows will generally be used throughout, together with new cast iron gutters and downpipes. The interior works, which will involve completely new floor plates, will be carried out to allow the creation of 12 flats.

In the assessment of 17/0351/IC it was indicated that although the existing roofs offered a degree of protection from the elements, the applicant advised that some coverings and structures would need to be replaced as the materials were past their useful life and were in very poor condition. Lead and slates had been stripped in places and there had been some fire damage. There was also significant water penetration and, where they remained, marked deterioration of gutters and downpipes. It was indicated the walls were in generally better condition, with only a few areas of decay limiting work to primarily cleaning and pointing, with small areas of damaged roughcast to be repaired. Most windows had been boarded, but those that were then exposed and damaged would be replaced to make the building habitable. The interiors were generally in poor condition due to water ingress and vandalism and almost no original interior finishes survived.

It should be noted that the condition of the main building has deteriorated, and parts of the roof are not in place. The full extent of the condition of the buildings is not known as access to the site and building is restricted. The drawings submitted with the current application are the same as those submitted for 17/0351/IC and are dated “Sept 17” and “October 2017” although they are now annotated “Building not surveyed” for each of the buildings. The current application drawings indicate that the entire roof structure of the main building is to be replaced and although parts of the roof are now not in place this is consistent with what was to occur in the previous listed building consent 17/0351/IC.

In the assessment of 17/0351/IC it was indicated the annexe building was in generally better condition. However similar to the main building the condition of this building has deteriorated, and parts of the roof are not in place. The current application drawings indicate that the entire roof

structure is to be fully repaired and made good with natural slates and terracotta decorative ridges to match the existing. It is considered that the re-instatement of the missing parts of the roof that will need to be done can be considered to be repair work. As the same as the main building, new cast iron gutters and downpipes are to be used. Non-original extensions are to be removed and external finishes are to be made good with a new entrance created where a non-original stair is to be removed. The existing rear lean-to roof area is to be infilled with materials matching the retained facades to provide additional ground floor accommodation. A small, new dormer window is to be constructed on the front elevation. This is associated with the conversion of this building to two semi-detached houses.

The water tower building is a single storey structure although historical information suggests that it was taller, mimicking the main building's central tower. It is proposed to retain and refurbish the structure, re-creating the levels above to form a house in the style of the original tower. An additional door is to be installed at ground floor level on the west elevation which had not been proposed in the previous listed building consent 17/0351/IC.

A new access road is also to be formed off Balrossie Road that leads up to the south side of Balrossie House. A new pedestrian access is to be formed adjacent to the new vehicular access. From the new access road an access road is to run in front of the main building and on to the front of the annexe building. At the rear of the main building an access is to be formed leading to parking. The new access road is also the access the proposed houses that are proposed at the rear and to the south-west of Balrossie House that have been applied for under 23/0018/IC and 23/0019/IC (being renewals of previous planning permissions 18/0077/IC and 18/0076/IC respectively). The access to the converted water tower is to be from the new access road as it continues towards the west part of the overall grounds. It should be noted the proposed access road leading from the new entrance off Blacksholm Road is included in planning applications 23/0018/IC and 23/0019/IC.

The existing vehicular accesses from Blacksholm Road are indicated on the application drawings as becoming pedestrian routes and the existing gates refurbished.

A new package waste water treatment plant is indicated adjacent to the new access off Balrossie Road and it is indicated this is to connect into the existing site drainage outfall. This is also included in planning applications 23/0018/IC and 23/0019/IC. The specific details of the treatment plant have not been submitted with this particular planning application.

A Planning Statement has been submitted with the application. A programme of intended works has also been submitted that relates to the entire proposed development at this location including sales over a period of 48 months. Construction works are indicated to take 36 months with sales continuing 6 months after construction. In terms of the listed buildings this indicates that the works and alterations are to be carried out in Phases 1 and 2 during which infrastructure and 22 new build houses are also to be constructed. During Phase 1 (indicated as months 6 to 26) the listed buildings are to be made safe and outbuildings/extensions removed. During Phase 2 (indicated as months 13 to 36) facades are to be retained with reconstruction and internal construction/fit out undertaken.

DEVELOPMENT PLAN POLICIES

National Planning Framework 4

NPF4 was adopted by the Scottish Ministers on 13th February 2023. NPF4 forms part of the statutory development plan, along with the Inverclyde Local Development Plan and its supplementary guidance. NPF4 supersedes National Planning Framework 3 (NPF3) and Scottish Planning Policy (SPP) (2014). NPF3 and SPP no longer represent Scottish Ministers' planning policy. The Clydeplan Strategic Development Plan and associated supplementary guidance cease to have effect from 13th February 2023 and as such no longer form part of the development plan.

NPF4 contains 33 policies and the following are considered relevant to this application.

Policy 1

When considering all development proposals significant weight will be given to the global climate and nature crises.

Policy 2

- a) Development proposals will be sited and designed to minimise lifecycle greenhouse gas emissions as far as possible.
- b) Development proposals will be sited and designed to adapt to current and future risks from climate change.
- c) Development proposals to retrofit measures to existing developments that reduce emissions or support adaptation to climate change will be supported.

Policy 3

d) Any potential adverse impacts, including cumulative impacts, of development proposals on biodiversity, nature networks and the natural environment will be minimised through careful planning and design. This will take into account the need to reverse biodiversity loss, safeguard the ecosystem services that the natural environment provides, and build resilience by enhancing nature networks and maximising the potential for restoration.

Policy 7

c) Development proposals for the reuse, alteration or extension of a listed building will only be supported where they will preserve its character, special architectural or historic interest and setting. Development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest.

Policy 8

a) Development proposals within a green belt designated within the LDP will only be supported if:

i) they are for:

- development associated with agriculture, woodland creation, forestry and existing woodland (including community woodlands);
- residential accommodation required and designed for a key worker in a primary industry within the immediate vicinity of their place of employment where the presence of a worker is essential to the operation of the enterprise, or retired workers where there is no suitable alternative accommodation available;
- horticulture, including market gardening and directly connected retailing, as well as community growing;
- outdoor recreation, play and sport or leisure and tourism uses; and developments that provide opportunities for access to the open countryside (including routes for active travel and core paths);
- flood risk management (such as development of blue and green infrastructure within a “drainage catchment” to manage/mitigate flood risk and/or drainage issues);
- essential infrastructure or new cemetery provision;
- minerals operations and renewable energy developments;
- intensification of established uses, including extensions to an existing building where that is ancillary to the main use;
- the reuse, rehabilitation and conversion of historic environment assets; or
- one-for-one replacements of existing permanent homes

and

ii) the following requirements are met:

- reasons are provided as to why a green belt location is essential and why it cannot be located on an alternative site outwith the green belt;
- the purpose of the green belt at that location is not undermined;
- the proposal is compatible with the surrounding established countryside and landscape character;
- the proposal has been designed to ensure it is of an appropriate scale, massing and external appearance, and uses materials that minimise visual impact on the green belt as far as possible; and
- there will be no significant long-term impacts on the environmental quality of the green belt.

Policy 9

a) Development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary, will be supported. In determining whether the reuse is sustainable, the biodiversity value of brownfield land which has naturalised should be taken into account.

b) Proposals on greenfield sites will not be supported unless the site has been allocated for development or the proposal is explicitly supported by policies in the LDP.

c) Where land is known or suspected to be unstable or contaminated, development proposals will demonstrate that the land is, or can be made, safe and suitable for the proposed new use.

d) Development proposals for the reuse of existing buildings will be supported, taking into account their suitability for conversion to other uses. Given the need to conserve embodied energy, demolition will be regarded as the least preferred option.

Policy 14

a) Development proposals will be designed to improve the quality of an area whether in urban or rural locations and regardless of scale.

b) Development proposals will be supported where they are consistent with the six qualities of successful places:

Healthy: Supporting the prioritisation of women's safety and improving physical and mental health.

Pleasant: Supporting attractive natural and built spaces.

Connected: Supporting well connected networks that make moving around easy and reduce car dependency

Distinctive: Supporting attention to detail of local architectural styles and natural landscapes to be interpreted, literally or creatively, into designs to reinforce identity.

Sustainable: Supporting the efficient use of resources that will allow people to live, play, work and stay in their area, ensuring climate resilience, and integrating nature positive, biodiversity solutions.

Adaptable: Supporting commitment to investing in the long-term value of buildings, streets and spaces by allowing for flexibility so that they can be changed quickly to accommodate different uses as well as maintained over time.

Further details on delivering the six qualities of successful places are set out in Annex D.

c) Development proposals that are poorly designed, detrimental to the amenity of the surrounding area or inconsistent with the six qualities of successful places, will not be supported.

iii. that build in resilience to the effects of climate change and where appropriate incorporate blue and green infrastructure and nature rich habitats (such as natural planting or water systems).

b) Development proposals will be supported where it can be demonstrated that the transport requirements generated have been considered in line with the sustainable travel and investment hierarchies and where appropriate they:

i. Provide direct, easy, segregated and safe links to local facilities via walking, wheeling and cycling networks before occupation;

ii. Will be accessible by public transport, ideally supporting the use of existing services;

iii. Integrate transport modes;

iv. Provide low or zero-emission vehicle and cycle charging points in safe and convenient locations, in alignment with building standards;

v. Supply safe, secure and convenient cycle parking to meet the needs of users and which is more conveniently located than car parking;

vi. Are designed to incorporate safety measures including safe crossings for walking and wheeling and reducing the number and speed of vehicles;

vii. Have taken into account, at the earliest stage of design, the transport needs of diverse groups including users with protected characteristics to ensure the safety, ease and needs of all users; and

viii. Adequately mitigate any impact on local public access routes.

c) Where a development proposal will generate a significant increase in the number of person trips, a transport assessment will be required to be undertaken in accordance with the relevant guidance.

d) Development proposals for significant travel generating uses will not be supported in locations which would increase reliance on the private car, taking into account the specific characteristics of the area.

e) Development proposals which are ambitious in terms of low/no car parking will be supported, particularly in urban locations that are well-served by sustainable transport modes and where they do not create barriers to access by disabled people.

f) Development proposals for significant travel generating uses, or smaller-scale developments where it is important to monitor travel patterns resulting from the development, will only be supported if they are accompanied by a Travel Plan with supporting planning conditions/obligations. Travel plans should set out clear arrangements for delivering against targets, as well as monitoring and evaluation.

g) Development proposals that have the potential to affect the operation and safety of the Strategic Transport Network will be fully assessed to determine their impact. Where it has been demonstrated that existing infrastructure does not have the capacity to accommodate a development without adverse impacts on safety or unacceptable impacts on operational performance, the cost of the mitigation measures required to ensure the continued safe and effective operation of the network should be met by the developer.

While new junctions on trunk roads are not normally acceptable, the case for a new junction will be considered by Transport Scotland where significant economic or regeneration benefits can be demonstrated. New junctions will only be considered if they are designed in accordance with relevant guidance and where there will be no adverse impact on road safety or operational performance.

Policy 15

a) Development proposals will contribute to local living including, where relevant, 20 minute neighbourhoods. To establish this, consideration will be given to existing settlement pattern, and the level and quality of interconnectivity of the proposed development with the surrounding area, including local access to:

- sustainable modes of transport including local public transport and safe, high quality walking, wheeling and cycling networks;
- employment;
- shopping;
- health and social care facilities;
- childcare, schools and lifelong learning opportunities;
- playgrounds and informal play opportunities, parks, green streets and spaces, community gardens, opportunities for food growth and allotments, sport and recreation facilities;
- publicly accessible toilets;
- affordable and accessible housing options, ability to age in place and housing diversity.

Policy 16

a) Development proposals for new homes on land allocated for housing in LDPs will be supported.

b) Development proposals that include 50 or more homes, and smaller developments if required by local policy or guidance, should be accompanied by a Statement of Community Benefit. The statement will explain the contribution of the proposed development to:

- i. meeting local housing requirements, including affordable homes;
- ii. providing or enhancing local infrastructure, facilities and services; and
- iii. improving the residential amenity of the surrounding area.

c) Development proposals for new homes that improve affordability and choice by being adaptable to changing and diverse needs, and which address identified gaps in provision, will be supported. This could include:

- i. self-provided homes;
- ii. accessible, adaptable and wheelchair accessible homes;
- iii. build to rent;
- iv. affordable homes;
- v. a range of size of homes such as those for larger families;
- vi. homes for older people, including supported accommodation, care homes and sheltered housing;
- vii. homes for people undertaking further and higher education; and
- viii. homes for other specialist groups such as service personnel.

d) Development proposals for public or private, permanent or temporary, Gypsy/Travellers sites and family yards and Travelling Showpeople yards, including on land not specifically allocated for this use in the LDP, should be supported where a need is identified and the proposal is otherwise

consistent with the plan spatial strategy and other relevant policies, including human rights and equality.

e) Development proposals for new homes will be supported where they make provision for affordable homes to meet an identified need. Proposals for market homes will only be supported where the contribution to the provision of affordable homes on a site will be at least 25% of the total number of homes, unless the LDP sets out locations or circumstances where:

- i. a higher contribution is justified by evidence of need, or
- ii. a lower contribution is justified, for example, by evidence of impact on viability, where proposals are small in scale, or to incentivise particular types of homes that are needed to diversify the supply, such as self-build or wheelchair accessible homes.

The contribution is to be provided in accordance with local policy or guidance.

f) Development proposals for new homes on land not allocated for housing in the LDP will only be supported in limited circumstances where:

- i. the proposal is supported by an agreed timescale for build-out; and
- ii. the proposal is otherwise consistent with the plan spatial strategy and other relevant policies including local living and 20 minute neighbourhoods;
- iii. and either:
 - delivery of sites is happening earlier than identified in the deliverable housing land pipeline. This will be determined by reference to two consecutive years of the Housing Land Audit evidencing substantial delivery earlier than pipeline timescales and that general trend being sustained; or
 - the proposal is consistent with policy on rural homes; or
 - the proposal is for smaller scale opportunities within an existing settlement boundary; or
 - the proposal is for the delivery of less than 50 affordable homes as part of a local authority supported affordable housing plan.

Policy 17

a) Development proposals for new homes in rural areas will be supported where the development is suitably scaled, sited and designed to be in keeping with the character of the area and the development:

- i. is on a site allocated for housing within the LDP;
- ii. reuses brownfield land where a return to a natural state has not or will not happen without intervention;
- iii. reuses a redundant or unused building;
- iv. is an appropriate use of a historic environment asset or is appropriate enabling development to secure the future of historic environment assets;
- v. is demonstrated to be necessary to support the sustainable management of a viable rural business or croft, and there is an essential need for a worker (including those taking majority control of a farm business) to live permanently at or near their place of work;
- vi. is for a single home for the retirement succession of a viable farm holding;
- vii. is for the subdivision of an existing residential dwelling; the scale of which is in keeping with the character and infrastructure provision in the area; or
- viii. reinstates a former dwelling house or is a one-for-one replacement of an existing permanent house.

b) Development proposals for new homes in rural areas will consider how the development will contribute towards local living and take into account identified local housing needs (including affordable housing), economic considerations and the transport needs of the development as appropriate for the rural location.

c) Development proposals for new homes in remote rural areas will be supported where the proposal:

- i. supports and sustains existing fragile communities;
- ii. supports identified local housing outcomes; and
- iii. is suitable in terms of location, access, and environmental impact.

d) Development proposals for new homes that support the resettlement of previously inhabited areas will be supported where the proposal:

- i. is in an area identified in the LDP as suitable for resettlement;
- ii. is designed to a high standard;
- iii. responds to its rural location; and
- iv. is designed to minimise greenhouse gas emissions as far as possible.

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 and assessing development proposals, consideration must be given to the factors set out in Figure 3 and demonstrated in a design-led approach. Where relevant, applications will also be assessed against the Planning Application Advice Notes Supplementary Guidance.

Policy 6 - Low and Zero Carbon Generating Technology

Support will be given to all new buildings designed to ensure that at least 15% of the carbon dioxide emissions reduction standard set by Scottish Building Standards is met through the installation and operation of low and zero carbon generating technologies. This percentage will increase to at least 20% by the end of 2022. Other solutions will be considered where: a) it can be demonstrated that there are significant technical constraints to using on-site low and zero-carbon generating technologies; and b) there is likely to be an adverse impact on the historic or natural environment.

* This requirement will not apply to those exceptions set out in Standard 6.1 of the 2017 Domestic and Non-Domestic Technical Handbooks associated with the Building (Scotland) Regulations 2004, or to equivalent exceptions set out in later versions of the handbook.

Policy 8 - Managing Flood Risk

Development proposals will be assessed against the Flood Risk Framework set out in Scottish Planning Policy. Proposals must demonstrate that they will not: a) be at significant risk of flooding (i.e. within the 1 in 200 year design envelope); b) increase the level of flood risk elsewhere; and c) reduce the water conveyance and storage capacity of a functional flood plain.

The Council will support, in principle, the flood protection schemes set out in the Clyde and Loch Lomond Local Flood Risk Management Plan 2016, subject to assessment of the impacts on the amenity and operations of existing and adjacent uses, the green network, historic buildings and places, and the transport network.

Policy 9 - Surface and Waste Water Drainage

New build development proposals which require surface water to be drained should demonstrate that this will be achieved during construction and once completed through a Sustainable Drainage System (SuDS), unless the proposal is for a single dwelling or the discharge is directly to coastal waters.

The provision of SuDS should be compliant with the principles set out in the SuDS Manual C753 and Sewers for Scotland 3rd edition, or any successor documents.

Where waste water drainage is required, it must be demonstrated that the development can connect to the existing public sewerage system. Where a public connection is not feasible at present, a temporary waste water drainage system can be supported if:

- i) a public connection will be available in future, either through committed sewerage infrastructure or pro-rata developer contributions; and
- ii) the design of, and maintenance arrangements for, the temporary system meet the requirements of SEPA, Scottish Water and Inverclyde Council, as appropriate.

Private sustainable sewerage systems within the countryside can be supported if it is demonstrated that they pose no amenity, health or environmental risks, either individually or cumulatively.

Developments including SuDS are required to have an acceptable maintenance plan in place.

Policy 10 - Promoting Sustainable and Active Travel

Development proposals, proportionate to their scale and proposed use, are required to:

- a) provide safe and convenient opportunities for walking and cycling access within the site and, where practicable, include links to the wider walking and cycling network; and
- b) include electric vehicle charging infrastructure, having regard to the Energy Supplementary Guidance.

Proposals for development, which the Council considers will generate significant travel demand, are required to be accompanied by a travel plan demonstrating how travel to and from the site by means other than private car will be achieved and encouraged. Such development should also demonstrate that it can be accessed by public transport.

The Council will support the implementation of transport and active travel schemes as set out in Council-approved strategies, subject to adequate mitigation of the impact of the scheme on: development opportunities; the amenity and operations of existing and adjacent uses; the green network; and historic buildings and places.

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 14 - Green Belt and Countryside

Development in the Green Belt and Countryside will only be permitted if it is appropriately designed, located, and landscaped, and is associated with:

- a) agriculture, horticulture, woodland or forestry;

- b) a tourism or recreational use that requires a countryside location;
- c) infrastructure with a specific locational need;
- d) the appropriate re-use of a redundant stone or brick building, the retention of which is desirable for its historic interest or architectural character, subject to that interest or character being retained; or
- e) intensification (including extensions and outbuildings) of an existing use, which is within the curtilage of the associated use and is of an appropriate scale and form.

Proposals associated with the uses set out in criteria a)-c) must provide justification as to why the development is required at the proposed location.

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) 7 on “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 Supplementary Guidance.

Policy 6 - Low and Zero Carbon Generating Technology

Support will be given to all new buildings designed to ensure that at least 20% of the carbon dioxide emissions reduction standard set by Scottish Building Standards is met through the installation and operation of low and zero carbon generating technologies. This percentage will increase to at least 25% by the end of 2025. Other solutions will be considered where: a) it can be demonstrated that there are significant technical constraints to using on-site low and zero-carbon generating technologies; and b) there is likely to be an adverse impact on the historic or natural environment.

* This requirement will not apply to those exceptions set out in Standard 6.1 of the 2017 Domestic and Non-Domestic Technical Handbooks associated with the Building (Scotland) Regulations 2004, or to equivalent exceptions set out in later versions of the handbook.

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Development proposals will be assessed against the Flood Risk Framework set out in Scottish Planning Policy. Proposals must demonstrate that they will not: a) be at significant risk of flooding (i.e. within the 1 in 200 year design envelope); b) increase the level of flood risk elsewhere; and c) reduce the water conveyance and storage capacity of a functional flood plain.

The Council will support, in principle, the flood risk management schemes set out in the Clyde and Loch Lomond Local Flood Risk Management Plan 2016, subject to assessment of the impacts on

the amenity and operations of existing and adjacent uses, the resources protected by the Plans historic buildings and places and natural and open spaces chapters, and the transport network. Where practical and effective, nature-based solutions to flood management will be preferred.

The Council will support, in principle, the flood risk management schemes set out in the Clyde and Loch Lomond Local Flood Risk Management Plan 2016, subject to assessment of the impacts on the amenity and operations of existing and adjacent uses, the resources protected by the Plans historic buildings and places and natural and open spaces chapters, and the transport network. Where practical and effective, nature-based solutions to flood management will be preferred.

Policy 10 - Surface and Waste Water Drainage

New build development proposals which require surface water to be drained should demonstrate that this will be achieved during construction and once completed through a Sustainable Drainage System (SuDS), unless the proposal is for a single dwelling or the discharge is directly to coastal waters.

The provision of SuDS should be compliant with the principles set out in the SuDS Manual C753 and Sewers for Scotland 4th edition, or any successor documents.

Where waste water drainage is required, it must be demonstrated that the development can connect to the existing public sewerage system. Where a public connection is not feasible at present, a temporary waste water drainage system can be supported if:

- a) a public connection will be available in future, either through committed sewerage infrastructure or pro-rata developer contributions; and
- b) the design of, and maintenance arrangements for, the temporary system meet the requirements of SEPA, Scottish Water and Inverclyde Council, as appropriate.

Private sustainable sewerage systems within the countryside can be supported if it is demonstrated that they pose no amenity, health or environmental risks, either individually or cumulatively.

Developments including SuDS are required to have an acceptable maintenance plan in place, which identifies who will be responsible for maintenance and how this will be funded in the long term.

Policy 11 - Promoting Sustainable and Active Travel

Development proposals, proportionate to their scale and proposed use, are required to:

- a) provide safe and convenient opportunities for walking and cycling access within the site and, where practicable, links to the wider walking, cycling network and public transport network; and
- b) include electric vehicle charging infrastructure, having regard to the Energy Supplementary Guidance.

Proposals for development, which the Council considers will generate significant travel demand, are required to be accompanied by a travel plan demonstrating how travel to and from the site by means other than private car will be achieved and encouraged. Such development should also demonstrate that it can be accessed by public transport.

The Council will support the implementation of transport and active travel schemes as set out in national, regional and Council-approved strategies, subject to adequate mitigation of the impact of the scheme on: development opportunities; the amenity and operations of existing and adjacent uses; and the resources protected by the Plan's historic buildings and places and natural and open spaces chapters.

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 15 - Green Belt and Countryside

Development in the Green Belt and Countryside will only be permitted if it is appropriately designed, located, and landscaped, and is associated with:

- a) agriculture, horticulture, woodland or forestry;
- b) a tourism or recreational use that requires a countryside location;
- c) infrastructure with a specific locational need;
- d) the appropriate re-use of a redundant stone or brick building, the retention of which is desirable for its historic interest or architectural character, subject to that interest or character being retained; or
- e) intensification (including extensions and outbuildings) within the curtilage of an existing use, which is of an appropriate scale and form.

Proposals associated with the uses set out in criteria a)-c) must provide justification as to why the development is required at the proposed location. Proposals in the green belt must not undermine the objectives of the green belt as set out in Scottish Planning Policy and the Clydeplan Strategic Development Plan. Non-conforming uses will only be considered favourably in exceptional or mitigating circumstances.

Policy 18 - Land for Housing

To enable delivery of the Clydeplan Strategic Development Plan housing supply target for Inverclyde, new housing development will be supported on the sites identified in Schedule 3, and on other appropriate sites within residential areas and town and local centres. All proposals for residential development will be assessed against relevant Supplementary Guidance including Design Guidance for Residential Development, Planning Application Advice Notes, and Delivering Green Infrastructure through New Development.

The Council will undertake an annual audit of housing land in order to ensure that it maintains a 5 year effective housing land supply. If additional land is required for housing development, the Council will consider proposals with regard to the policies applicable to the site and the following criteria: BUILDINGS

- a) a strong preference for appropriate brownfield sites within the identified settlement boundaries;
- b) there being no adverse impact on the delivery of the Priority Places and Projects identified by the Plan;
- c) that the proposal is for sustainable development; and
- d) evidence that the proposed site(s) will deliver housing in time to address the identified shortfall within the relevant Housing Market Area.

There will be a requirement for 25% of houses on greenfield housing sites in the Inverclyde villages to be for affordable housing. Supplementary Guidance will be prepared in respect of this requirement.

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) 7 on “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 based on the number of bedrooms per residential unit and visitor parking should be provided at 0.25 spaces per dwelling (unallocated).
- The main building consists of twelve 2 bedroom dwellings, the annex building has two 4 bedroom dwellings and the water tower one 3 bedroom dwelling. The main building requires 24 spaces plus 6 visitor spaces. The applicant has shown 27 spaces which is insufficient. The annex building requires 6 spaces plus 1 visitor space. The applicant has shown 6 spaces but no visitor spaces. This is insufficient. The water tower requires 2 spaces and there appears to be sufficient space within the curtilage of the site.
- The visitors parking associated with the main building is located adjacent to the Annex. These spaces should be relocated to be adjacent to the main building to prevent overspill parking onto the surrounding streets.
- The parking spaces shall be a minimum of 2.5m by 5.0m. The aisle within the car park at the main building shall be 6.0m.
- All roads within the site shall be a minimum of 5.5m wide.
- The footpaths within the site shall be a minimum of 2.0m wide.
- The applicant shall provide evidence to the Roads Service that all roads have a gradient of 8% or less.
- The applicant has demonstrated that a visibility splay of 2.4m x 43.0m x 1.05m can be provided from the main access onto Blacksholm Road.
- Traffic calming shall be provided within the development to allow the promotion of a 20mph speed limit.
- It is noted that the property to the west of Plot 32 cannot be reached without the development of the road outwith this application.
- The turning heads within the site do not appear to comply with the dimensions provided in the National Roads Development Guide for a residential development. The applicant shall redesign the layout accordingly for approval by the Roads Service.
- A Road Construction Consent will be required for all new roads, footways and footpaths.
- It is noted that the accesses to the existing site will be closed to vehicular traffic, therefore, does not feel that a stopping up order is required.

- The proposed development will have an impact on the existing street lighting, accordingly a lighting and electrical design for adoptable areas will be required for each site. A system of lighting shall be kept operational at all times within the existing public adopted areas.
- All surface water during and after development is to be maintained within the site boundary and a field drain should be installed at the bottom of the slopes around the site to prevent any surface water flowing onto the road.
- Confirmation of connection to Scottish Water Network should be submitted for approval.
- The following conditions should be added to this the application if approved:
 - That all surface water drainage from the site shall be treated in accordance with the principles of the Sustainable Urban Drainage Systems Manual (C697) (CIRIA 2007). Before development commences, details shall be submitted to and approved in writing by the Planning Authority of the maintenance regime for the water detention areas.
 - That all surface water originating within the site shall be intercepted within the site and the discharge shall be limited to that of greenfield run-off.
 - That prior to the commencement of development a detailed drainage design drawing shall be submitted to and approved in writing by the Planning Authority and this shall include details of the outfall to the river.
 - That prior to the commencement of development a maintenance regime for the surface water shall be submitted to and approved in writing by the Planning Authority.
 - That prior to the commencement of development, confirmation of connection to the Scottish Water Network shall be submitted for approval.
 - That prior to the commencement of construction, a full and detailed description of the sewage treatment facility which will service the proposed development of the former Balrossie home shall be submitted to and approved by the Planning Authority. The description must include a calculation of the estimated throughput, the type of treatment being undertaken, details of any discharge, its location and rate and a scale plan of the facility.
 - That none of the dwellings hereby permitted shall be occupied until the sewage treatment facility above becomes operational.

Head of Public Protection – advises of no comments in relation to Food & Health and Air Quality. Recommends conditions in relation to: Japanese Knotweed; a site investigation; containers to be used to store waste materials and recyclable materials produced on the premises; external lighting complying with Scottish Government Guidance; and sound insulation should have regard to advice and standards contained in the current Scottish Building Regulations.

PUBLICITY

The application was advertised in the Greenock Telegraph on 24th February 2023 as there are no premises on neighbouring land and for development affecting a listed building. The application was advertised in the Edinburgh Gazette on 24th February 2023 for development affecting a listed building.

SITE NOTICES

A site notice was posted on 24th February 2023 for development affecting a listed building.

PUBLIC PARTICIPATION

The application was subject to neighbour notification and one representation was received that objects to the application. The grounds of objection are summarised as follows: access to the site is via a single track country road, not suitable for additional vehicles and dangerous; the visibility area at the entrance to the development appears to cross the objectors land and consent will not be given to this; the increase in traffic would be a danger to farm animals and horses that regularly use the road; damage to existing water pipes within the grounds that would affect water pressure and quality to neighbouring properties; the existing drainage system is not suitable for residential development and consent will not be given to install new pipes in neighbouring land; the general infrastructure in the area is not suitable for housing development nor for the existing building being converted to multiple residential units.

Kilmacolm Civic Trust indicates they support the application strongly as this in combination with the other applications will bring life back to the currently very dreary, scruffy, dilapidated condition of the unused brownfield site. They comment the development will bring additional custom to the businesses and social services in Kilmacolm. They also comment that the people who will live in the development will not walk to the village but drive and question where they will park. They suggest that Inverclyde Council must expedite the process of deciding where a new public car park is to be built in the centre of Kilmacolm, and how it will be financed. They also suggest that the applicant makes a financial contribution towards the new public car park in the centre of the village.

ASSESSMENT

Although this application is to renew a previous planning permission 17/0351/IC this is still an application for planning permission. Section 25 of The Town and Country Planning (Scotland) Act 1997 (as amended) requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise. Accordingly the application must be assessed against: National Planning Framework 4 (NPF4); the adopted Inverclyde Local Development Plan; the proposed Inverclyde Local Development Plan. The material consideration in the assessment of this application are: Historic Environment Scotland's Policy Statement and "Managing Change in the Historic Environment" guidance notes on "Demolition", "Doorways", "External Walls", "Interiors", "Roofs" and "Windows"; the impact on the architectural integrity and historic interest of the buildings; the previous permission; the consultation responses; and the amenity impact of the proposal.

National Planning Framework 4

It is acknowledged that the site is located in the Green Belt however it is a brownfield site for which planning permission has previously been granted to convert the three listed buildings to residential units. The principle of residential units in the listed buildings had been accepted through the previous planning permission 17/0351/IC however since this was granted National Planning Framework 4 (NPF4) has been adopted by the Scottish Ministers on 13th February 2023.

The six overarching spatial principles in NPF4 are identified as:

Just transition. Empower people to shape their places and ensure the transition to net zero is fair and inclusive.

Conserving and recycling assets. Make productive use of existing buildings, places, infrastructure and services, locking in carbon, minimising waste, and building a circular economy.

Local living. Support local liveability and improve community health and wellbeing by ensuring people can easily access services, greenspace, learning, work and leisure locally.

Compact urban growth. Limit urban expansion so as to optimise the use of land to provide services and resources, including carbon storage, flood risk management, blue and green infrastructure and biodiversity.

Rebalanced development. Target development to create opportunities for communities and investment in areas of past decline, and manage development sustainably in areas of high demand.

Rural revitalisation. Encourage sustainable development in rural areas, recognising the need to grow and support urban and rural communities together.

By applying these spatial principles the national spatial strategy is to support the planning and delivery of sustainable, liveable and productive places which are to be net zero, nature-positive places that are designed to reduce emissions and adapt to the impacts of climate change, whilst protecting, recovering and restoring the environment.

Policy 7 c) of NPF4 is directly relevant and of particular importance to this application as it involves the renovation and alterations to the listed buildings to bring them back into active use. In terms of whether the proposal preserves its character, special architectural or historic interest and setting will be assessed in more detail later in this assessment.

Policy 8 of NPF4 relates to development in Green Belts and indicates support for the reuse, rehabilitation and conversion of historic environment assets subject to the following requirements being met:

- reasons are provided as to why a green belt location is essential and why it cannot be located on an alternative site outwith the Green Belt;
- the purpose of the green belt at that location is not undermined;
- the proposal is compatible with the surrounding established countryside and landscape character;
- the proposal has been designed to ensure it is of an appropriate scale, massing and external appearance, and uses materials that minimise visual impact on the Green Belt as far as possible; and
- there will be no significant long-term impacts on the environmental quality of the Green Belt.

The refurbishment and re-use of the listed buildings in order that they remain at this location is considered to outweigh a justification as to why a Green Belt location is required or why the development cannot be at an alternative location. The purpose of the Green Belt at this location is not considered to be undermined bearing in mind that the proposal relates to the existing buildings, is a brownfield site that has a sizeable main building on it, nor will have significant long term impacts on the environmental quality of the Green Belt. The refurbishment works in the main are to return the existing buildings back to their previous appearances and in this regard can be considered compatible with the established countryside and landscape character in the surrounding area. In addition the refurbishment works are not considered to significantly increase the visual impact of the development on the surrounding landscape even when considering the upward extension of the water tower that historical information/photographs suggest was taller. As a consequence the development is considered in general terms to accord with the criteria above and the details of the proposal will be assessed against other policies later in this assessment.

Policy 9 of NPF4 indicates development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings will be supported. The proposed development accords with the terms of this policy by renovating and bringing listed buildings back into active use. Policy 14 a) of NPF4 indicates development proposals should be designed to improve the quality of an area whether in urban or rural locations and regardless of scale. The general appearance and condition of the buildings on site has a negative visual impact on the site and immediate surrounding area. Renovating the existing buildings and bringing them back into active use as residential units is considered to accord with the general terms of Policy 14 a).



Main building – photograph taken May 2019

Policy 15 promotes local living, including where feasible 20 minute neighbourhoods, and Policy 16 focuses on delivering new homes that are designed to a high standard and located in sustainable places. Minimising and reducing emissions are also integral to the six qualities of successful places, as set out in Policy 14. This proposal, in conjunction with the dwellinghouses proposed in the separate planning applications 23/0018/IC and 23/0019/IC, include open space and a play area within the existing site. However the proposal does not create a 20 minute neighbourhood as other facilities and uses such as schools, shops, community halls, etc do not form part of the proposals. Notwithstanding the site being outwith the urban area of Kilmacolm it is not considered to be in a remote rural location and the various services, facilities and commercial premises located in Kilmacolm itself can be readily accessed through a variety of transport modes. The location of the development has to be balanced against the support expressed through other policies to reuse, rehabilitate and convert the listed buildings. The proposed development is considered to accord in general terms with Policies 14, 15 and 16.

Principle of the development at this Green Belt location

With the quashing of Chapter 7 of the adopted Local Development Plan there are currently no identified housing development sites.

Policy 18 of the proposed Local Development Plan relates to land for housing and indicates that new housing development will be supported on the sites identified in Schedule 3. The former Balrossie School as a whole is identified in Schedule 3 as a housing site with an indicative capacity of 64 units. The 15 residential units that are to be formed in the three listed buildings (made up of 12 flats in the main building, 2 semi-detached houses in the annexe building and a detached house in the water tower) is within and part of the overall anticipated site capacity. The proposal therefore accords with Policy 18.

Policy 14 of the adopted Local Development Plan and Policy 15 of the proposed Local Development Plan are of particular relevance to this application and both indicate that development in the Green Belt will only be permitted if it is appropriately designed, located and landscaped, and

(under criterion d) of both policies) is associated with the appropriate re-use of a redundant stone or brick building, the retention of which is which is desirable for its historic interest or architectural character, subject to that interest or character being retained. Justification for why the development is required at this location is not considered necessary. As the proposal relates directly to the refurbishment and re-use of the three listed buildings at this location it strongly accords with criterion d) of both policies. The principle of converting, refurbishing and re-using the three existing listed buildings therefore presents no conflict with the Green Belt policies.

Impact on the Listed Buildings

Policy 7 c) of NPF4 and 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. These policies also presume in favour of retaining listed buildings. Proposals to alter, extend or demolish them must respect the reasons for listing, be of a high standard and will be approved only where the proposed works do not adversely affect the special interest of the building. Policy 8 of NPF4 also indicates the proposal has been designed to ensure it is of an appropriate scale, massing and external appearance, and uses materials that minimise visual impact on the green belt as far as possible.



Annexe building – photograph taken October 2021

When considering the proposal against these policies the advice/guidance from Historic Environment Scotland is relevant.

Historic Environment Scotland indicates in its Policy Statement that in assessing an application for the conversion of a listed building, a planning authority is required to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses. In this instance the most significant buildings are to be retained, with the extent of external modification to Balrossie House again largely limited to the demolition of an extension and rear elevation alterations. The replacement that will have to be carried out for the missing parts of the roofs on the main building is consistent with the roof structure being fully replaced in the previous consent. The main alterations to the annexe building are again to the rear with demolition at a side elevation although the missing parts of the roof will need to be re-instated. It is considered that the re-instatement of the missing parts of the roof that

will need to be done can be considered to be repair work. It was considered in the assessment of 17/0351/IC that the applicant had sensitively limited the number of interventions required to bring these two buildings back into use as residences. This remains the same opinion for the current application including when factoring in the parts of the roof that will need to be re-instated.



Water Tower – photograph taken 2019

Vertical enlargement is required to the water tower building to facilitate conversion to form a house, however the historical evidence suggests that this is an attempt to restore the building to close to its original exterior/appearance.

It is considered all the modifications/re-instatement works will be in harmony with the character of the buildings, will largely preserve their architectural integrity and allow for their longer term retention to the benefit of the heritage of the area. As referred to in the assessment of 17/0351/IC there are no remaining internal features of merit that would be adversely affected by the proposals. This opinion is the same for the current application.

Turning to the relevant Historic Environment Scotland guidance notes, although the "Demolition" guidance note is aimed at whole building demolitions, it is considered that the demolitions of non-original extensions and associated buildings of lesser importance are a positive development in respect of the architectural integrity of the main building, the annexe building and their setting. There are no demolitions affecting the water tower.

In terms of the guidance on "Roofs" this indicates alterations and repairs to roofs and their associated features should protect the character of the historic building. The guidance goes on to indicate wherever possible the repair of historic roofs should be carried out in traditional materials to match the existing. Replication of the type, dimensions, pattern and coursing of materials is important to maintaining the character of the roof. The use of slate, lead and other traditional materials not only protects the character and appearance of a building, but with regular maintenance they can also be extremely durable. Associated features, such as rainwater goods and chimneys, should also be repaired or renewed using appropriate traditional materials. In terms of alterations the guidance indicates new work should normally match the original as closely as possible. As indicated above the current application drawings indicate that the entire roof structure

is to be replaced on the main building and although parts of the roof are now not in place this is consistent with what was to occur in the previous planning permission 17/0351/IC. Similarly it is considered that the re-instatement of the missing parts of the roof of the annexe building that will need to be done can be considered to be repair work and consistent with what was to occur in the previous listed building consent. The specific details of the roof repairs/re-instatement works to the main and annexe building can be addressed by a condition in order to accord with the terms of the guidance.

Referring to guidance on "Doorways", the original doorways in all three buildings are largely being respected. One opening is being closed on a side elevation of the main building but this is not to the detriment of the character. The additional door on the west elevation of the water tower is simple in form and considered to be acceptable.

Changes are necessary to external walls and roofs to bring the buildings into habitable condition however these as being sensitively handled with reference to the corresponding guidance notes. As noted earlier, little of the interior of the buildings remains intact either due to previous alterations or as a result of the effects of weathering and vandalism.

Finally, considering "Windows", the guidance note accepts there will be circumstances where windows are beyond retrieval and require to be replaced. It specifies a number of matters to be addressed in their replacement. Both the adopted PAAN7 and draft PAAN7 note that replacement windows should match the design of the original windows, should be painted to accord with the original colour, where appropriate glazing bars should match the original in position and size and that, if sash and case windows are used the bottom sash should be capable of opening inwards. It had been noted in the assessment of 17/0351/IC that most of the existing windows were boarded up and that those exposed had significantly weathered or been vandalised to the extent that they could not be re-used. It was also noted that where visible on the site, most of the original windows appeared to be timber sliding sashes. Double glazed timber sash and casement windows are proposed, which is considered acceptable. The detailing of these windows can be covered by a condition but the replacement windows proposed are, in principle, largely in character with the buildings and in accordance with the guidance note on "Windows" and adopted and draft PAAN7s.

It is considered that the alterations to the three listed buildings are acceptable when assessed against Policy 7 c) of NPF4 and Policy 29 of both the adopted and proposed Local Development Plans. The alterations/renovation works are also considered acceptable when assessed against Policy 8 of NPF4 as the visual impact on the Green Belt is similar to that when the buildings were in use/occupied.

It should be noted that Historic Environment Scotland did not object to the application for Listed Building Consent 23/0002/LB. In their consultation response they indicated they were consulted on an application for this building in 2017 and note the Council subsequently granted consent. The new application appears to be identical, with a similar level of detail being provided. They therefore reiterated previous advice. They indicated they have been involved in discussions about Balrossie over the years and have supported proposals to convert the buildings. They welcome the application coming forward, particularly given the ongoing deterioration and vandalism that is occurring. They further advised that although they were content with the principle of the proposals, they considered that the application is light on detail, particularly regarding the method of repairs and materials. If consent is granted, they recommended that condition 1 of the previous consent (ref. 17/0038/LB) be attached to ensure that the detailed works reflect the design and character of the listed buildings. In order to be consistent with Listed Building Consent 23/0002/LB the same condition can be applied should planning permission be granted.

Other relevant Local Development Plan policies

Turning to other policies that are relevant to the consideration of this application, Policy 8 of the adopted Local Development Plan and Policy 9 of the proposed Local Development Plan relate the managing flood risk. Policy 9 of the adopted Local Development Plan and Policy 10 of the

proposed Local Development Plan require that where waste water drainage is required, it must be demonstrated that the development can connect to the existing public sewerage system or where such a connection is not feasible, a temporary wastewater drainage system can be supported if, i) a public connection will be available in future, either through committed sewerage infrastructure or pro-rata developer contribution, and ii) the design of, and maintenance arrangements for the temporary system meets the requirements of SEPA, Scottish Water and Inverclyde Council as appropriate.

The site is not identified on the indicative Flood Risk maps produced by SEPA as being at risk from flooding. In order to manage surface water run-off the development at the overall site will be required to have a Sustainable Urban Drainage System (SUDS). The submitted application drawings indicate a new package waste water treatment plant is indicated adjacent to the new access off Balrossie Road and it is indicated this is to connect into the existing site drainage outfall. The specific details of the treatment plant have not been submitted with this particular planning application and it should be noted that the details were not submitted with the previous application 17/0351/IC. Notwithstanding, if planning permission is granted the details of the proposed waste water treatment plant as well as the surface water drainage/SUDS can be addressed by planning conditions with the details being submitted for further approval in writing. Planning permission 17/0351/IC contained conditions requiring these details to be submitted and this is consistent with the previous permission. Confirmation that the development can be connected to Scottish Water's infrastructure can also be addressed by a planning condition as it was on the previous planning permission.

Policy 10 of the adopted Local Development Plan and Policy 11 of the proposed Local Development Plan relate to promoting sustainable and active travel as well as the requirement for electric vehicle charging facilities. Development proposals, proportionate to their scale and proposed use, are required to provide safe and convenient opportunities for walking and cycling access with the site, and where practicable, include links to the wider walking and cycling network. The overall site plan for this proposal in conjunction with applications 23/0018/IC and 23/0019/IC includes a path network within the site as well as connecting to outwith the site at various points. These paths will provide connectivity and permeability within the site allowing internal movement as well as connecting directly to the Core Path Network outwith the site. This is considered to accord with the terms of Policy 10 of the adopted Local Development Plan and Policy 11 of the proposed Local Development Plan.

In terms of electric vehicle charging facilities the requirement would be one trickle charging point per dwelling (the annexe building and the water tower) and 20% of available parking spaces fitted with tickle charging points for flats/apartments (the main building) in this instance. These requirements can be addressed by a planning condition in order to comply with the terms of Policy 10 of the adopted Local Development Plan and Policy 11 of the proposed Local Development Plan as well as Policy 14 b) iv) of NPF4.

Policy 11 of the adopted Local Development Plan and Policy 12 of the proposed Local Development Plan relate to managing the impact of development on the transport network. The Head of Service – Roads and Transportation has not raised any objections regarding the impact of this development on the roads network. It is acknowledged that being in a Green Belt location outwith the built-up area of Kilmacolm, and not on a public transport route, there is likely to be a high dependency on the use of private transport. Ultimately it has to be considered if the relative lack of sustainable transport opportunities is of such material significance as to outweigh the benefits of bringing the listed buildings back into active use thereby ensuring their retention in the interests of the cultural heritage. In common with decisions previously made for development of this site it is considered that retention of the buildings outweighs the sustainable travel implications.

The Head of Service – Roads and Transportation has advised that the number of parking spaces for the Main Building is not sufficient and the Annex Building requires a visitor parking space. It is considered that these requirements can be addressed by planning conditions in order to comply

with the terms of Policy 11 of the adopted Local Development Plan and Policy 12 of the proposed Local Development Plan.

Should planning permission be granted planning conditions can also be used regarding: the location of the visitor parking spaces as advised in the consultation response; the required dimensions of the roads within the site, footpaths and parking spaces; the gradient of the roads within the site; the formation and maintenance of the visibility splays at the new vehicular access onto Blacksholm Road; and the details of traffic calming measures on the roads within the site.

Policy 16 of the adopted Local Development Plan and Policy 17 of the proposed Local Development Plan relate to potentially contaminated land and indicate that development proposed on land that the Council considers to be potentially contaminated will only be supported where a survey has identified the nature and extent of any contamination present on site and set out a programme of remediation or mitigation measures that ensure that the site can be made suitable for the proposed use. The Head of Public Protection has indicated soil/fill imported from an uninvestigated site was tipped between the two main buildings. This soil is likely to be contaminated with Japanese Knotweed rhizome and other contaminants may be present. Other contaminant sources within the application area include fuel storage, uncontrolled contaminant deposition from fires (i.e., asbestos, metals, PAHs, etc). The Head of Public Protection has recommended conditions relating to Japanese Knotweed and for a site investigation and these can be attached should planning permission be granted in order to accord with the terms of Policy 16 of the adopted Local Development Plan and Policy 17 of the proposed Local Development Plan as well as Policy 9 c) of NPF4.

As the buildings are derelict they have the potential for protected species, particularly bats, to be located in them. Policy 33 of both the adopted and proposed Local Development Plans indicate that an applicant should establish whether a protected species is present, identify how it may be affected and ensure the development is planned and designed so as to avoid or minimise such impact. Surveys had been carried out for the previous planning application with no bats being found within the buildings and a condition was attached to planning permission 17/0351/IC for the recommendations in the submitted Bat Hibernation Survey to be implemented in full, ie for various mitigation and good practice measures implemented during site works and construction. An updated protected species survey has not been submitted with the current planning application. It is however recognised that access to the site is currently restricted and therefore carrying out a survey for this particular planning application is likely to be difficult. If planning permission is granted it is however considered necessary for the site to be re-surveyed for protected species and for appropriate mitigation measures to be proposed if they are found. This can be addressed by a planning condition.

Consultation Responses

In terms of other matters raised in the consultation responses that have not been considered above the following should be noted.

The advice from the Head of Service - Roads and Transportation regarding the requirement for a Roads Construction Consent and street lighting can be addressed by advisory notes.

With regard to other conditions recommended by the Head of Public Protection relating to external lighting and sound insulation are more appropriately addressed in advisory notes. The details of the bin stores can be addressed by a planning condition.

Representations

With regard to the objection that has been received the following comments are made. The concerns expressed about the capability of Blacksholm Road to handle the additional traffic likely to arise from this proposal and its impact are noted, however the Head of Service – Roads and Transportation has not raised concerns regarding the impact on the roads network. The visibility

sightlines at the new vehicular access to be constructed off Blacksholm Road does not cross over neighbouring land and the existing vehicular accesses to the north and south of the overall grounds of Balrossie House are to become pedestrian accesses.

It is the responsibility of the applicant/developer to apply to connect to the infrastructure provider, such for water supply and electricity. Only the infrastructure provider can give this consent and this is outwith the consideration of a planning application. Should access be required to neighbouring land to install infrastructure this is a matter that has to be agreed between the parties involved and is not a material planning consideration.

With regard to the suggestion by the Kilmacolm Civic Trust regarding a financial contribution towards a car park within Kilmacolm the requirement for a car park would have to be as a direct result of the proposed development. Such a contribution is not considered necessary in this instance.

Procedural matters

It should be noted that since planning permission 17/0351/IC was granted changes have been made to Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended) and these came into effect on 1st October 2022. Section 58 of the Planning Act relates to the duration of a planning permission. Section 58(1) specifies that where planning permission is granted it must be subject to a condition that the development to which the permission relates is to begin within:

- a) A three year time period beginning with the date on which the permission is granted; or
- b) Such other period, whether longer or shorter, as specified by the Planning Authority.

As such a condition relating to the duration of the planning permission is now required which was not on the previous planning permission 17/0351/IC.

It is considered necessary to include the same or similar conditions from the previous planning permission 17/0351/IC as well as additional conditions based on consultation responses and up-to-date development plan policies and guidance. In addition, conditions are required for updated reports/information, including re-surveys, to be submitted for approval in writing.

Overall Conclusion

In conclusion, the proposal is to bring the existing listed buildings back into use and given the deterioration in the buildings since the previous planning permission was granted this may be the last opportunity to rehabilitate/refurbish the buildings. The proposal is considered to be acceptable when assessed against the relevant policies of National Planning Framework 4 as well as the adopted and proposed Local Development Plans. The proposal is considered acceptable when assessed against the guidance from Historic Environment Scotland in the Managing Change in the Historic Environment notes. There are no material considerations that outweigh these policies and guidance.

RECOMMENDATION

That the application be granted subject to the following conditions:

1. The development to which this permission relates must be begun within 3 years from the date of this permission.
2. Development shall not commence until full details of the following works to Balrossie House, the annexe building and the water tower, following the re-survey of the buildings, have been submitted to and approved in writing by the Planning Authority, in consultation with Historic Environment Scotland:

- Stonework repairs/replacement
- Roof repairs.
- Fenestration repairs/replacement.
- Door repairs/replacement.
- Guttering and downpipe repairs/replacement.

Following approval the works shall be fully implemented.

3. Development shall not commence until full details of the following works have been submitted to and approved in writing by the Planning Authority, in consultation with Historic Environment Scotland:

- Garden feature repairs/replacement.
- Boundary repairs/replacement including at the existing entrances to the site off Blacksholm Road.
- Any walls, fences and gate piers at the proposed vehicular and pedestrian entrances to the site off Blacksholm Road.
- All hard and soft landscaping works.

4. Development shall not commence on site until full details of a programme for the completion and maintenance of hard and soft landscaping works have been submitted to and approved in writing by the Planning Authority.

5. Development shall not commence until details/samples of the proposed hardsurfacing materials on the roads, paths and parking areas have been submitted to and approved in writing by the Planning Authority. Thereafter they shall be implemented as approved.

6. Development shall not commence until details/plans of the bin stores identified on drawing AL(0)010 Rev G have been submitted to and approved in writing by the Planning Authority. Thereafter the development shall be implemented in accordance with the approved details before the occupation/first use of any residential unit in the converted main building.

7. Development shall not commence until details of the fences and walls to be erected on the site have been submitted to and approved in writing by the Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.

8. Development shall not take place until the developer has secured the implementation of a programme of archaeological works in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Planning Authority. Thereafter the developer shall ensure that the programme of archaeological works is fully implemented and that all recording and recovery of archaeological resources within the development site is undertaken in accordance with the agreed programme.

9. Development shall not commence until details of a survey for the presence of Japanese Knotweed shall be submitted to and approved in writing by the Planning Authority and that, for the avoidance of doubt this shall contain a methodology and treatment statement where any is found. Development shall not proceed until appropriate control measures are implemented. Any significant variation to the treatment methodology shall be submitted for approval in writing by the Planning Authority prior to implementation.

10. Development shall not commence until an Environmental Investigation and Risk Assessment, including any necessary Remediation Scheme with timescale for implementation, of all pollutant linkages has been submitted to and approved in writing by the Planning Authority. The investigations and assessment shall be site-specific and completed in accordance with current codes of practice. The submission shall also include a Verification Plan. Any subsequent

modifications to the Remediation Scheme and Verification Plan must be approved in writing by the Planning Authority prior to implementation.

11. Before the development hereby permitted is occupied the applicant/developer shall submit a report for approval in writing by the Planning Authority confirming that the works have been completed in accordance with the agreed Remediation Scheme and supply information as agreed in the Verification Plan. This report shall demonstrate that no pollutant linkages remain or are likely to occur and include (but not limited to) a collation of verification/validation certificates, analysis information, remediation lifespan, maintenance/aftercare information and details of all materials imported onto the site as fill or landscaping material. The details of such materials shall include information of the material source, volume, intended use and chemical quality with plans delineating placement and thickness.

12. The presence of any previously unrecorded contamination or variation to anticipated ground conditions that becomes evident during site works shall be brought to the attention of the Planning Authority and a Remediation Scheme shall not be implemented unless it has been submitted to and approved in writing by the Planning Authority.

13. Development shall not commence until all the buildings have been re-surveyed for the presence of protected species and shall include mitigation measures and proposal for translocation if required. The re-survey shall be submitted to and approved by the Planning Authority and its recommendations shall be fully implemented during the construction of the development.

14. The principles of Sustainable Urban Drainage Systems (SUDS) for the surface water regime shall be incorporated into the development with all surface water originating within the site being intercepted within the site and the discharge shall be limited to that of greenfield run-off. Development shall not commence until details of the surface water management and SUDS proposals have been submitted to and approved in writing by the Planning Authority. The details to be submitted shall include: a field drain at the bottom of the slopes around the site to prevent any surface water flowing onto the road; the maintenance regime; and details of the outfall. Thereafter the surface water management details shall fully be implemented as approved before occupation of any residential unit approved under this planning permission.

15. Development shall not commence until details/plans of the "new packet waste treatment plant" as indicated on drawing AL(0)010 Rev G has been submitted to and approved in writing by the Planning Authority. The details to be submitted shall include: a calculation of the estimated throughput; the type of treatment being undertaken; details of any discharge, its location and rate; and a scale plan of the treatment plant. Thereafter the treatment plant shall be fully implemented as approved before occupation of any residential unit approved under this planning permission.

16. Development shall not commence until confirmation of connection to Scottish Water's Network has been submitted to and approved in writing by the Planning Authority.

17. Notwithstanding what is shown on drawing AL(0)010 Rev G, 24 parking spaces plus 6 visitor parking spaces are required for the main building. Development shall not commence until an amended parking plan has been submitted to and approved in writing by the Planning Authority. The amended plan shall allow for the visitor parking related to the main building to be adjacent to this building. Thereafter the approved parking and approved visitor parking spaces shall be formed and be available for use prior to the first occupation of any of the residential units in the converted main building.

18. Notwithstanding what is shown on drawing AL(0)010 Rev G the annex building requires one visitor parking space. Development shall not commence until a plan identifying the visitor parking space has been submitted to and approved in writing by the Planning Authority. Thereafter the approved visitor parking space shall be formed and be available for use prior to the first occupation of any of the residential units in the converted annex building.

19. For the avoidance of doubt: parking spaces shall be a minimum of 2.5m by 5.0m; the aisle within the car park at the main building shall be 6.0m; all roads within the site shall be a minimum of 5.5m wide; all roads within the site shall have a gradient of 8% or less; the footpaths within the site shall be a minimum of 2.0m wide.

20. For the avoidance of doubt visibility splays of 2.4m x 43.0m x 1.05m shall be maintained at all times at the new vehicular access with Blacksholm Road as shown on drawing AL(0)010 Rev G.

21. Development shall not commence until details of traffic calming measures for the roads within the development site to allow the promotion of a 20mph speed limit have been submitted to and approved in writing by the Planning Authority. Following approval the measures shall be fully implemented before occupation of any residential unit approved under this planning permission.

22. For the avoidance of doubt the turning heads within the site shall comply with the dimensions in the National Roads Development Guide for a residential development. The applicant shall redesign the layout accordingly for approval in writing by the Planning Authority.

23. For the avoidance of doubt the dwellinghouses in the annexe building and the water tower shall each have an Electric Vehicle Charging Point and 20% of the available parking spaces in the parking associated with the main building shall be fitted with tickle charging points. Development shall not commence until the details have been submitted to and approved in writing by the Planning Authority relating to the proposed Electric Vehicle Charging Points. Thereafter the approved details shall be implemented on site in their approved form before the first occupation the respective residential units.

Reasons:

1. To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended).
2. To ensure that the detailed works reflect the design and character of the existing listed buildings.
3. To ensure that the works within the curtilage of the listed buildings reflects the design and character of the buildings.
4. To ensure that landscaping works within the curtilage of the listed buildings are maintained to reflect the design and character of the buildings.
5. To ensure the development is acceptable in appearance.
6. To ensure the development is acceptable in appearance.
7. To ensure the development is acceptable in appearance.
8. In order to identify and protect any archaeological remains and to allow the Planning Authority to consider this matter in detail.
9. To help arrest the spread of Japanese Knotweed in the interests of environmental protection.
10. To satisfactorily address potential contamination issues in the interests of human health and environmental safety.
11. To ensure contamination is not imported to the site and confirm successful completion of remediation measures in the interest of human health and environmental safety.

12. To ensure that all contamination issues are recorded and dealt with appropriately.
13. To establish whether protected species are present and to ensure that mitigation measures are appropriate in the interests of nature conservation.
14. To ensure the surface water drainage is acceptable at this location.
15. To ensure the provision of adequate sewerage arrangements.
16. To ensure Scottish Water's acceptance of the drainage regime for the application site and in the interests of the provision of a satisfactory drainage regime.
17. To ensure the requisite amount of parking is provided and in the interests of roads safety.
18. In the interests of roads safety.
19. In the interests of roads safety.
20. In the interests of roads safety.
21. In the interests of roads safety.
22. In the interests of roads safety.
23. In the interests of sustainable development and to accord with the Inverclyde Council Supplementary Guidance on Energy.

Stuart Jamieson
Director, Environment & Regeneration

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