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<b>Report To:</b>	<b>The Planning Board</b>	<b>Date:</b>	<b>6th April 2011</b>
<b>Report By:</b>	<b>Head of Regeneration and Planning</b>	<b>Report No:</b>	<b>10/0151/IC, 10/0291/IC &amp; 10/0010/LB Plan04/11 Local Application Development</b>
<b>Contact Officer:</b>	<b>David Ashman</b>	<b>Contact No:</b>	<b>01475 712416</b>
<b>Subject:</b>	<b>Use of premises as business centre (Class 4) and cafe/bar, external alterations including the erection of two galvanised metal external fire escape stairs, formation of new aluminium glazed entrance, installation of aluminium glazed screens and glazed canopy and formation of associated car parks at  Sugar Warehouse, East Hamilton Street, Greenock</b>		

## **SITE DESCRIPTION**

The application site for planning application 10/0151/IC and listed building application 10/0010/LB consists of the solum of the Sugar Warehouse and ground immediately to the east and south of the eastern end of the building. The application site for planning application 10/0291/IC consists of an area of ground immediately to the south of the building and contiguous to the above application site.

## **PROPOSAL**

The principles of redeveloping the James Watt / Garvel Island area are established by outline planning permission 09/0182/IC. Most recently permission has been granted in respect of the public realm development which is now well underway on site. This next phase of development considers the part of the Sugar Warehouse and immediate environs.

This report is in respect of three related applications. Planning application 10/0151/IC is for the use of the easternmost bays of the Sugar Warehouse as a business centre and café/bar and the provision of 30 car parking spaces.

The plans indicate a ground floor café and office, the introduction of a mezzanine floor to incorporate an upper level of the café/bar and office space, and an upper floor consisting of two offices. Internally, much of the presently cobbled floor area is to be floored with tiles or slabs, although the cobbles and rails will be retained as a central feature running into the building from the main entrance. The internal flooring of the mezzanine and upper floor will connect to the outside walls of the building with the middle section of the roof cut out and glazed to improve lighting within the centre of the building, creating an “atrium” effect.

Externally, the plans show the introduction of powder coated aluminium glazed screens on all levels on the dockside elevation and at ground level only on the East Hamilton Street elevation. Glass infill is proposed to the rear of the existing metal grille window openings on all elevations. On the east elevation powder coated aluminium glazed screens and entrance doors, including the

introduction of associated sliding doors and new openings are proposed. Finally, it is proposed to construct two external fire escape staircases on the eastern and southern elevations. The listed building application 10/0010/LB is for those matters associated with planning application 10/0151/IC that involve alterations to the building fabric of the Sugar Warehouse.

Planning application 10/0291/IC is for the provision of a further 24 car parking spaces to the south of the Sugar Warehouse and immediately to the west of those proposed in application 10/0151/IC. This application has been submitted to address an identified parking shortfall in planning application 10/0151/IC.

## **LOCAL PLAN POLICIES**

Quoting those sections relevant to this site only:

Local Plan Policy SA2(b) - James Watt Dock (South Quay) and A8 Corridor (West)

Inverclyde Council, as Planning Authority, will support the development of sites within Sub Area (b) identified on the Proposals Map, where proposals are in accordance with the following mixed use planning policy framework. Development must recognise and not obstruct the potential to renovate, convert and re-use the 'A' listed Sugar Warehouses.

### Land Uses

Site A: James Watt Dock (South Quay), including Sugar Warehouses

- (a) Residential Flats;
- (b) Business (Offices and Light Industry) (Use Class 4);
- (c) Assembly and Leisure (Use Class 11);
- (d) Hotels and Hostels (Use Class 7);
- (e) Residential Institutions (Use Class 8);
- (f) Non-Residential Institutions, including Education (Use Class 10);
- (g) Maritime-based commercial enterprises, including provision for marina berthing facilities; and
- (h) Retail or Food and Drink (Use Classes 1 and 3), where ancillary to any of the above uses.

### Design

- (o) The Council will require the design and finishing of all new buildings in this area, and especially those fronting onto the A8 trunk road, the docksides and the waterfront, to be of a high standard, reflecting the prominence of the development opportunity sites and their importance with regard to the image of Inverclyde as a whole.
- (p) Within James Watt Dock, land should be reserved for the Inverclyde Coastal Route (footpath and cyclepath).

### Access

Access to the development opportunity sites will be achieved from:

- (q) a new junction on the A8 trunk road at the east end of the Sub-Area serving, to the north, the Sugar Warehouses, land to the east of the 'Titan' crane in James Watt Dock (South Quay), and Garvel Island (Sub Areas 'c' and 'h'); and to the south, the Sinclair Street site and Cappielow;
- (t) any development will be required to ensure safe and effective pedestrian and cycle routes through the development area and to facilitate unimpeded access to Cartsdyke Station.

Local Plan Policy HR1 - Designated Environmental Resources and Built Heritage

Development that would adversely affect, directly or indirectly, the natural or built heritage resources listed in Schedule 9.1 and where indicated, on the Proposals Map, will not normally be permitted.

Having regard to the designation of the environmental resource and built heritage, exceptions will only be made where:

- (a) Sites of Special Scientific Interest (SSSI) will not be compromised;
- (b) visual amenity and townscape will not be compromised;
- (c) no other site, identified in the Local Plan as suitable, is available;
- (d) the social and economic benefits of the scheme outweigh the total or partial loss of the environmental resource;
- (e) the developer has demonstrated that the impact of the development on the environment will be minimised; and
- (f) the loss can be compensated by habitat creation/site enhancement elsewhere, and where there are satisfactory arrangements to achieve this.

#### Local Plan Policy HR14 - Alterations and Extensions to Listed Buildings

Proposals to alter or extend a listed building must respect the reasons for listing, be of a high standard and will only be approved where the proposed works are satisfactory in terms of the following matters (as and where appropriate):

- (a) overall design;
- (b) scale and form;
- (c) materials and finishes;
- (d) landscaping proposals;
- (e) form of boundary enclosure; and
- (f) compliance with Policy HR1.

#### Local Plan Policy B9 - Development Proposals Outwith Designated Areas

Proposals for new business development or for the on-site expansion, rationalisation or upgrading of existing business or industrial activities on sites outwith the identified 'Business and Industrial Areas' on the Proposals Map, will require to be justified against the following criteria:

- (a) compatibility with neighbouring uses in terms of scale of development and nature of activity proposed;
- (b) economic and social benefit;
- (c) forecast impact of the volume, frequency and type of traffic likely to be generated by the proposal;
- (d) availability of infrastructure;
- (e) range and suitability of available sites identified in the Local Plan as being suitable for the proposed development; and
- (f) other relevant Local Plan policies.

#### Local Plan Policy UT4 - Reducing Flood Risk

Inverclyde Council will seek to reduce the risk of the flooding of non-agricultural areas by resisting development on functional flood plains. Where development is proposed for an area considered to be at risk from flooding, the Council will:

- (a) require the preparation of a Flood Risk Assessment (FRA) and Drainage Impact Assessment (DIA);
- (b) seek the incorporation of flood prevention measures able to cope with, as a minimum, a 1 in 200 year rainfall event, depending on the type of development proposed, taking into

consideration predicted climate change and sea level changes in the period to 2050, or justification as to why this standard of protection is not required;

- (c) consult with SEPA where development is likely to result in a material increase in the number of buildings at risk from flooding; and
- (d) require Clyde waterfront and coastal development to be protected against coastal flooding to a level of 5 metres above the ordnance datum.

Flood prevention measures and sea defences should not increase the risk of flooding elsewhere or have an adverse impact on the natural or built environment. For planning permission to be granted, the Council will require agreement to be reached in respect of the continual maintenance of flood prevention infrastructure and sea defences associated with the proposed development.

## **CONSULTATIONS**

**Historic Scotland** - The proposed staircases are in keeping with the character of the building. The issue of colour can be dealt with by condition. A rich, dark colour is suggested.

**Head Of Environmental And Commercial Services** - A Traffic Regulation Order controlling parking on the new access road is required. The proposal does not accord with policy UT4 of the Local Plan as the present floor level of the Sugar Warehouse is less than 5.0 metres above Ordnance Datum.

**Transport Scotland** - Conditions are requested relating to no direct pedestrian or vehicular access to the trunk road, no drainage connections to the trunk road and no advertising signage within or adjacent to the trunk road boundary.

## **PUBLICITY**

The application was advertised in the Edinburgh Gazette and Greenock Telegraph on 11th June 2010 as development affecting a Listed Building.

## **SITE NOTICES**

A site notice was posted on 11th June 2010 for development affecting a listed building.

## **PUBLIC PARTICIPATION**

The applications were the subject of neighbour notification (except the listed building application), press advertisement and site notice. No representations have been received.

## **ASSESSMENT**

The material considerations in assessment of these applications are the Local Plan, Historic Scotland's "Managing Change in the Historic Environment Guidance Notes", the consultation responses and the applicant's supporting information.

The key policy in respect of the proposed uses of the Sugar Warehouse is policy SA2(b), which identifies uses regarded as acceptable within the wider James Watt Dock/Great Harbour area. Both offices (Class 4) and a café (Class 3) are identified supported uses which accord with the policy. Policy B9 permits business development outwith designated business areas subject to land use compatibility, traffic and economic and social benefits, all of which have been addressed previously in the approval of outline planning permission 09/0182/IC. I am satisfied that the encouragement of business use (office use and light industry) within policy SA2(b) is compatible with Policy B9.

As a category A listed building, the proposed alterations to the Sugar Warehouse require to be considered with reference to policy HR1 and the criteria set out in policy HR14 and Historic Scotland's Guidance Notes. I am satisfied that the proposal has been designed in such a way that

it will respect the listed building. A key design issue relates to the proposed external staircases and I consider that their detached relationship to the outer walls of the building, the solid finish and design are all an appropriate response to the Sugar Warehouse. The finishing colour of the panelling is yet to be decided but may be controlled by condition. Furthermore their scale and form is appropriate. I am also satisfied that the other alterations to the building, including the introduction of glazed screening, new doors and the new external canopy all satisfy the assessment criteria within policy HR14 and Historic Scotland Guidance. The original window openings are to be preserved with glazing to be installed behind the original glazing bars and the shape, size and proportion of the original windows are to be retained. The original doorways are also to be retained, and what appear to have been two original doorways that were subsequently bricked up are to be reopened to form the main access to the building. The original doorways are not, however, ornate forming a functional access. Internally, there are no significant fixtures or fittings of note. The interior floor, as previously noted, consists of a mix of cobbled stones and rail tracks, reflective of the former industrial nature. Although most of the floor area is to be surfaced to make it more usable by users of the proposed café and office, the new entrance will retain the original flooring in recognition of the original character of the building. I consider this to be a reasonable compromise. Hence, I consider that compliance with the Guidance Notes and that the proposal accords with policy HR1.

Considering flood risk as required by policy UT4 and the associated comments by the Head of Environmental and Commercial Services, the floor level of the Sugar Warehouse is noted as being below 5.0 metres above Ordnance Datum. The matter of non-compliance with the requirements of both policy UT4 and a condition 15 of the outline planning permission 09/0182/IC for the wider James Watt Dock/Great Harbour development was addressed by a previous planning permission (10/0234/IC) reported to and approved by the Planning Board in February this year. Departure from these requirements was accepted, following consultation with SEPA, subject to any new build development establishing ground floor levels at not less than 5.0 metres above Ordnance Datum.

Turning to the consultation responses, I am satisfied that issues raised have either been addressed in the above assessment or can be dealt with by conditions on a grant of permission. The Head of Environmental and Commercial Services' comments in respect of a requirement for a Traffic Regulation Order preventing parking on the new access road into James Watt Dock are noted but is not relevant to the planning merits of the current proposal on the basis that the required parking provision for the proposed use is to be achieved. From the access perspective, I note that the proposal does not compromise any cycle route or road link requirements.

In conclusion, I am satisfied that the proposals accord with the requirements of the Local Plan and Historic Scotland guidance.

## **RECOMMENDATION**

That planning application 10/0151/IC be granted

### Conditions

1. That prior to the commencement of development, details of the colour treatment of the fire escape staircases shall be submitted to and approved in writing by the planning authority.
2. There shall be no means of direct access, either vehicular or pedestrian, to the trunk road.
3. There shall be no drainage connections to the trunk road drainage system.
4. There shall be no advertising signage within or adjacent to the trunk road boundary.

5. That the parking spaces hereby permitted and those permitted by planning permission 10/0291/IC shall be surfaced and marked out prior to the café or business space being brought into use.

#### Reasons

1. To ensure that a colour appropriate to the Sugar Warehouse is used.
2. To minimise interference with the safety and free flow of traffic on the trunk road.
3. To ensure that the efficiency of the existing drainage network is not affected.
4. To minimise the distraction to drivers on the trunk road.
5. To ensure the provision of adequate car parking spaces.

That listed building application 10/0010/LB be granted following formal referral to Historic Scotland

#### Conditions

1. That prior to the commencement of development, details of the colour treatment of the fire escape staircases shall be submitted to and approved in writing by the planning authority.

#### Reasons

1. To ensure that a colour appropriate to the Sugar Warehouse is used.

That planning application 10/0291/IC be granted

#### Conditions

1. That the parking spaces hereby permitted shall be surfaced and marked out prior to the café or business space permitted by planning permission 10/0151/IC being brought into use.

#### Reasons

1. To ensure the provision of adequate car parking spaces.

Stuart Jamieson  
Head of Regeneration and Planning

#### BACKGROUND PAPERS

1. Application form and plans
2. Applicant's supporting information
3. Inverclyde Local Plan
4. Historic Scotland's "Managing Change in the Historic Environment" Guidance Notes
5. Consultation replies

