

Report To: The Planning Board

Date: 2 December 2015

Report By: Head of Regeneration and Planning

Report No: 15/0191/IC

**Local Application
Development**

Plan 12/15

**Contact Officer:
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**Subject: Reconstruction, partial demolition and new build at former hospital building to form
27 flats at
Broadstone House, Hollybush Lane, Port Glasgow**



SUMMARY

- The proposal accords with the Inverclyde Development Plan.
- 44 representations have been received on issues including design, safety and nature conservation.
- There have been no adverse comments from consultees.
- The recommendation is to GRANT PLANNING PERMISSION subject to conditions.

SITE DESCRIPTION

Broadstone House (the former Broadstone Hospital), which lies partially derelict, is graded category B on the List of Buildings of Architectural or Historic Interest. Historic Environment Scotland's detailed description of the Grade B Listed Broadstone House is, "A large Scots-Renaissance mansion with details based on Newark Castle: rubble, 2/3-storey with 4-storey tower, crow-stepped gables, notable conservatory: panel with letters 'ADV' and 'PKC' interwoven and 'architect 1870'."

What were the grounds of Broadstone House occupy a site wedged between Old Greenock Road and Glasgow Road on the eastern edge of Port Glasgow. Partially wooded and covered by a Tree Preservation Order, areas of the site have been developed with an upgraded access road from Glasgow Road serving new build flats and houses. Residential development is presently ongoing on the southern section of the site, adjacent to Old Greenock Road.

Across Hollybush Lane is a new-build, one and a half storey terrace of seven houses, to the immediate west is a two storey detached house, and to the immediate east of the derelict section is the stable block converted to 2 houses. Elsewhere in the grounds there is a mix of flats, large detached properties and terraced houses.

PROPOSAL

The commencement of development within the grounds stems from planning permission granted in 2003 for the erection of 65 houses and 56 flats as enabling development for the conversion of Broadstone House into 15 flats. Listed building consent was also granted for the conversion works.

New build housing was under way in July 2004 when there was a significant fire in Broadstone House. No work had commenced on the listed building at the time. Consequently planning permission and listed building consents were granted for the reconstruction incorporating the shell of the building, firstly for 16 flats and then most recently in 2006 for 18 units. Two houses in the stable block have been completed.

Away from Broadstone House, several planning permissions have been granted across the site since 2004 to revise to house types and flats.

A phasing plan linking new build housing to the restoration of the listed building was approved in 2003, updated in May 2010 and again in 2012. The up-to-date phasing plan confirms that reconstruction of Broadstone House is to commence upon completion of the last of the 31 houses within phase 2 and to be completed in conjunction with the completion of the 42 houses within phase 3. Presently, development is ongoing within phase 2 during which 11 houses remain to be constructed.

The application which is the subject of this report proposes to demolish the most significantly fire-damaged section of Broadstone House (including its tower) and to replace it with a new-build structure of similar scale. To the east and west of the new-build remaining sections of the listed building are to be retained and restored.

The proposed new-build development ranges between four and six storeys with the tallest section of the building similar to that of the to be removed tower. The two upper levels have a smaller floorplan than those below and flats within them are equipped with roof terracing. Due to a difference in levels between the south (front) and north (rear), the new build has lower ground floor accommodation on its north side. Elevated ground floor flats at the rear of the building, first, second and third floor flats are equipped with balconies. Wall finishes comprise a mix of natural stone, render and zinc cladding panels. Windows and doors are grey-coloured aluminium. The building has a series of grey-coloured monopitch roofs.

The orangery with its domed tower is a key feature of the listed building and is to be retained and converted to a flat. To the east of the new build, the section of listed building to be retained is of part two storey/part single storey construction with feature crow stepped gables and stone-

faced dormers; this has recently suffered a partial structural collapse, however following consultation with my Service and Historic Environment Scotland the applicant is in the process of arranging emergency works to partially dismantle, stabilise and support this weakened part of the building.

Another key component of Broadstone House is its grand entrance, which it is proposed to dismantle and reconstruct it as a freestanding feature forward of the entrance to the new building.

The combined new-build and restoration development proposes 27 two bedroom flats with 58 off-street car parking spaces. The parking comprises 22 end-on spaces along the frontage with Hollybush Lane, 16 spaces to the west and south of the Orangery in an existing garage block and car park and 20 spaces to the east and north of the converted stable block in two existing garage blocks and a car park. The three garage blocks around the building were constructed around the same time as the conversion of the stable block and after the fire in 2004.

LOCAL DEVELOPMENT PLAN POLICIES

Policy RES1 - Safeguarding the Character and Amenity of Residential Areas

The character and amenity of residential areas, identified on the Proposals Map, will be safeguarded and where practicable, enhanced. Proposals for new residential development will be assessed against and have to satisfy the following criteria:

- (a) compatibility with the character and amenity of the area;
- (b) details of proposals for landscaping;
- (c) proposals for the retention of existing landscape or townscape features of value on the site;
- (d) accordance with the Council's adopted roads guidance and Designing Streets, the Scottish Government's policy statement;
- (e) provision of adequate services; and
- (f) having regard to Supplementary Guidance on Planning Application Advice Notes.

Policy RES2 - Development on Urban Brownfield Sites

Development on brownfield sites for housing and community uses in the residential areas identified on the Proposals Map, and in particular the designated renewal areas, will be supported where it accords with Policies RES1 and RES5, except where:

- (a) an alternative use of greater priority or significant social and/or economic/employment benefit is identified; or
- (b) an alternative use is identified through an agreed area renewal initiative (refer Policy SDS7); or
- (c) it would result in an unacceptable loss of designated and locally valued open space (refer Policy ENV4).

Note: the designated renewal areas referred to are the "Major Areas of Change" and "Areas of Potential Change" depicted on the Proposals Map.

Policy RES5 - Proposals for Changes to Properties for Residential Use

Proposals for the change of use, sub-division or conversion to properties to create new additional dwelling units, and for the alteration or extension to residential properties, will be assessed against and have to satisfy where appropriate, the following criteria:

- (a) the character and amenity of neighbouring properties;
 - (b) impact on the streetscape;
 - (c) impact on the character of the existing property;
 - (d) accordance with the Council's adopted roads guidance; and
- having regard to Supplementary Guidance on Planning Application Advice Notes.

Policy RES3 - Residential Development Opportunities

Residential development will be encouraged and supported on the sites and indicative locations included in Schedule 6.1 and indicated on the Proposals Map. An annual audit of the housing land supply will monitor and review, and where necessary, augment the Effective Land Supply, to maintain a minimum five year's supply in accordance with the GCV SDP and SPP guidance.

Policy HER4 - Alteration, Extension and Demolition of Listed Buildings

There is a presumption in favour of the retention of listed buildings, and their demolition, in full or in part, will only be accepted after a full assessment of the importance and condition of the building has been undertaken. Proposals to alter, extend or demolish a listed building 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 and are satisfactory having regard to Historic Environment Scotland's SHEP and "Managing Change in the Historic Environment" guidance note series.

Policy ENV6 - Trees and Woodland

Trees, groups of trees and woodland designated as Tree Preservation Orders (TPOs) will be safeguarded. Where it is considered necessary to protect other trees and woodland areas for amenity reasons, new Tree Preservation Orders will be promoted.

Trees and woodland will be protected and enhanced by having regard to the Scottish Government's Woodland Removal Policy and through:

- (a) promoting the planting of broad leaved and native species, or other species with known biodiversity benefits;
- (b) protecting and promoting the positive management of hedgerows, street trees and any other trees considered to contribute to the amenity of the area;
- (c) protecting and promoting the positive management of ancient and semi-ancient natural woodlands; and
- (d) encouraging the planting of appropriate trees as an integral part of new development.

Woodland creation proposals will be guided by the GCV Forestry and Woodland Framework Strategy (FWS), where priority locations for woodland management and expansion in Inverclyde will be assessed against the following criteria in accordance with the UK Forestry Standard:

- (e) the benefits of woodland creation to the value of the existing habitat;
- (f) contribution to the enhancement of the wider Green Network;
- (g) the safeguarding of nature conservation and archaeological heritage interests;
- (h) safeguarding of water supplies;
- (i) the area's landscape character;
- (j) integration with agricultural interests;
- (k) existing and potential public access and recreational use;
- (l) woodland design and the proposed mix of species; and
- (m) points of access to and operational tracks through woodlands.

CONSULTATIONS

Historic Environment Scotland - National policy, as set out in the Scottish Historic Environment Policy (2011) notes that no listed building should be lost without all efforts having been made to retain it. The document sets out the measures that should be exhausted prior to considering demolition. Where a listed building consent application proposes demolition applicants will be expected to provide evidence to show that: the building is not of special interest; or the building is incapable of repair; or the demolition of the building is essential to delivering significant benefits to economic growth or the wider community; or the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.

It notes that at a meeting with representatives from the Council's planning service and Muir Homes to discuss the future of the fire damaged building in November last year, the applicant stated that the listed building was beyond economic repair. Since then the property has been marketed for six months without any expressions of interest.

More recently a pre-application meeting was attended with the Council's officers and the applicant in June. At that time it was noted that if it could be demonstrated that there was no economically viable alternative to demolition, it would not object to the principle of a contemporary new building design, which retained and reused the surviving conservatory and east wing. That remains Historic Environment Scotland's view.

It asks that details of the proposed restoration of the conservatory and east wing of B listed Broadstone House be made available to demonstrate that the surviving elements of the building will retain their character and appearance. This should include like for like replacement of windows and doors and specification of roof slates.

Creatively maximising the incorporation of surviving, structurally sound elements of Broadstone House into the design of the new build residential block could enhance the sense of place of the new development. It asks that where possible, consideration be given to reuse of surviving decorative stonework.

Head of Environmental and Commercial Services - The 58 off street parking spaces proposed are two more than required by the Council's Roads Development Guide.

Head of Safer and Inclusive Communities - No objections subject to the attachment of conditions to control the spread of Japanese Knotweed and potential ground contamination and advisory notes on waste storage, external lighting, construction noise, site drainage, vermin, CDM Regulations, surface water and seagulls.

Council Greenspace Manager - The planning application is accompanied by bat and bird surveys. The bat survey concludes that as long as recommended mitigation measures are undertaken the risk of death or disturbance to European Protected Species is negligible. The bird survey notes that swifts may be present within the building between May and July and recommends mitigation measures to secure their protection. The findings of the surveys are considered acceptable.

PUBLICITY

The nature of the proposal did not require advertisement.

SITE NOTICES

The nature of the proposal did not require a site notice.

PUBLIC PARTICIPATION

A total of 45 written representations have been received from 41 parties. All raise objections to the planning application.

Amenity

- Houses opposite the site shall be overshadowed and overlooked.
- The privacy of an existing house within the listed building shall be adversely impacted by the formation of parking spaces and footpaths.

Design Issues

- The number of flats is greater than in the conversion of the building previously approved, resulting in a high density over-development that is out of character with the area and unsympathetic to the listed building.
- The submitted design is significantly different to the previously approved restoration of the listed building, is inconsistent with the design of new-build properties elsewhere within the development and inappropriate outwith a city location.
- The building's existing façade should be retained.
- There shall be an adverse impact upon the character and uniqueness of the listed building - the design and finishing materials are unsympathetic.
- Successful restoration of the eastern end of the development demonstrates what can be done to restore the building.
- Other houses by David Bryce have been lost or altered and it is vital that Broadstone with its unique frontage and tower modelled on Newark Castle be retained.

Safety

- Road safety shall be adversely affected.
- The access road to the development suffers from potholes.

Other Considerations

- The plans are at variance with the permission in place when existing residents took occupancy of the development.
- The development should be required to commence in March next year and completed within a 12 month period.
- Noise levels shall increase.
- Property values shall be adversely affected.
- Existing properties in the development are difficult to sell.
- There are insufficient facilities to cope with increased population.
- Site drainage is problematic.
- As a result of World War 2 bomb damage, the orangery requires the adjoining section of building to support it.
- Nature conservation interests, including bats and trees shall be adversely affected.

ASSESSMENT

The material considerations in the determination of this planning application are, the Local Development Plan, the Council's Planning Application Advice Notes, Historic Environment Scotland's Scottish Historic Environment Policy and "Managing Change in the Historic Environment" guidance note series, the planning history of the site, the consultation responses, the bat and bird surveys and the written representations.

The current Local Development Plan respects the planning permissions currently in place. The site is within the urban area of Port Glasgow covered by Policy RES1, which seeks to safeguard the character and amenity of residential areas and sets out a range of criteria for new development to be assessed against and satisfy. It is also identified as residential development opportunity r1 by Policy RES3, which encourages and supports residential development. Policy RES2 supports residential development on urban brownfield sites, while Policy RES5 sets out criteria for the assessment of proposals for change of use to residential or sub-division or conversion to properties to create new additional dwellings.

As Broadstone House is Grade B listed, Policy HER4 applies. It sets out a presumption in favour of retaining listed buildings and conditions for the demolition, including partial, alteration or extension of any listed building.

As well as the residential policies, the site is also covered by a Tree Preservation Order set out in Policy ENV6. Trees designated as Tree Preservation Orders will be safeguarded. While the

proposal necessitates the removal of self-seeded scrub that has grown to the rear of the building since the 2004 fire, no trees of any merit are required to be removed.

Given the nature of the proposal the criteria set out in policy RES2 are not applicable and it, therefore, falls to consider whether or not it satisfies the criteria set out in policies RES1, RES5, HER4 and ENV6. These policies consider the acceptability, or otherwise, of the works to the listed building and the impact on the locality and immediate neighbours.

Examining the character and amenity of the area and the desire to retain an important townscape feature, there are two impacts to consider; that on the locality in general and that on those most close to the building, in particular the two houses within the listed building's converted stable block, the detached house immediately west of the Orangery and the seven terraced houses directly facing the listed building on the south side of Hollybush Lane.



First to consider is the locality in general. I share the concerns raised by residents that their long-held expectation that Broadstone House would have its exterior fully reinstated has not come to fruition. It is over 11 years since the fire which severely damaged the building and it remains substantially as a ruin. While the applicant has made some progress towards the restoration of the building, with the completion of two houses in the former stable block, it has not proven viable to proceed with the remainder. There is no doubt that the listed building in its current form is a visual blight and that national and local planning policy preference is for the building to be retained and restored. This is most clearly spelt out in Historic Environment Scotland's "Managing Change in the Historic Environment" guidance note which emphasises that no listed building should be lost without all efforts having been made to retain it. The document sets out the measures that should be exhausted prior to considering demolition. Where an application proposes demolition applicants will be expected to provide evidence to show that the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period. This point was stressed strongly to the applicant during pre-application discussion.

Historic Environment Scotland is now in a position to acknowledge that the fire-damaged building is beyond economic repair and notes that the building has been marketed by the applicant for a 6 month period without receiving any expressions of interest. Under such circumstances, with reference to the overall impact on the amenity of the locality, the prospect is to leave the building as it stands subject to intermittent works as it deteriorates, or seek an economically viable alternative that retains part of the building. I have concluded (as has Historic Environment Scotland) that it is now appropriate to consider a compromise solution for the listed building, else it becomes a total loss. It is considered that in principle an economically viable redevelopment of Broadstone House is in the best interests of the long term character and amenity of the locality. If this does not happen then the benefit of this proposal in encompassing the retention of some of the most immediately identifiable elements of

Broadstone House in its design is lost. As evidenced by the recent structural collapse within the east wing of the building time is now pressing if such a solution is to be feasible.



Clearly, while the new build section of the proposal is of modern design I consider that it pays respect to the section of listed building it replaces with reference to massing, height, setback position from the street, partial finish in natural stone and the reconstruction of the grand entrance as a freestanding structure. I am in agreement with Historic Environment Scotland that the incorporation of surviving, structurally sound elements of Broadstone House, such as decorative stonework, into the design of the new build can enhance the sense of place of the new development. I also have no objections to Historic Environment Scotland's recommendation that full details of the restoration of the orangery and east wing also be reserved by condition in order to ensure that these surviving elements of the building will retain their character and appearance, including like-for-like replacement of windows and doors and specification of roof slates.



While the new build element of the proposed design is a contemporary design, there is a variety of building designs throughout the grounds which include large detached houses, flats, terraced houses and a small courtyard development. I consider the submitted design to be consistent with this variety.

All of the above satisfies me that under the circumstances there is development compatible with the locality and with due respect to townscape.

Those most impacted are the terraced houses directly fronting the building across Hollybush Lane, the detached house immediately west of the Orangery and the houses in the stable block;

the assessment of the development on these properties goes beyond the principle of visual and townscape impact. Potential adverse impact arises from the overlooking of the terraced houses on the south side of Hollybush Lane from the roof terraces and balconies throughout the frontage of the proposed new-build section of the building. The proposed balconies and roof terraces along the frontage of the new build face the street and have no views of the private, rear gardens of the houses opposite and are set back approximately 25 metres from windows. As such, the proposal accords with the Council's PAAN5 "Balconies and Garden Decking" on the issue of overlooking. I am further content that the scale and design of the proposed balconies and roof terraces also complies with PAAN5's design guidance.



Given the similar massing of the proposed new build to the listed building added to it being to the north of the terraced houses on the south side of Hollybush Lane ensures that there are unlikely to be shadow issues.

The increase in number of flats gives rise to an increased requirement for off-street parking and a potential adverse impact upon the character and amenity of the area. This has been satisfied by the provision of the 58 parking spaces and I am therefore content that there shall be no adverse impact on immediate neighbours.

I also note the concerns in relation to the formation of a footpath and parking spaces in proximity to the converted stable building, however I am content that the amenity of the area is not significantly impacted by these aspects of the proposal.

The concern of residents that this site remains under construction is understandable. The phasing plan, which the applicant has adhered to, links restoration of the listed building to the completion of new-build housing; continuing this requirement will ensure the site is complete in full.

The consultation responses present no impediment to planning permission being granted and I have no objections to the conditions and advisory notes recommended to be attached by the Head of Safer & Inclusive Communities. I further note the Council's Greenspace Manager's acceptance of the recommendations of the bat and bird surveys submitted with the planning application.

Overall, I conclude that with reference to the character and amenity of the area including the landscape and townscape, roads criteria, policy on listed buildings and impact on neighbours the proposal complies with the Inverclyde Local Development Plan and national policy on listed buildings. In coming to the conclusion to recommend that planning permission be granted I have taken into consideration all matters raised in letters of representation and in consultation and further note that the completion of the development will no doubt assist in dealing with

matters of concern to residents that are beyond the control of the Council in its role as planning authority, namely potholes on the access road and property values.

RECOMMENDATION

That the application be granted subject to the following conditions:

1. That prior to the start of development, 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 treatment is completed as per the methodology and treatment statement. Any variation to the treatment methodologies will require subsequent approval by the Planning Authority prior to development starting on site.
2. That the development shall not commence until an environmental investigation and risk assessment, including any necessary remediation strategy 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 acceptable codes of practice. The remediation strategy shall include verification/validation methodologies. This may be incorporated as part of a ground condition report and should include an appraisal of options.
3. That on completion of remediation and verification/validation works and prior to the site being occupied, the developer shall submit a Completion Report for approval, in writing by the Planning Authority, confirming that the works have been carried out in accordance with the remediation strategy. This report shall demonstrate that no pollutant linkages remain or are likely to occur and include (but not be limited to) a collation of verification/validation certificates, analysis information, remediation lifespan, maintenance/aftercare information and details of imported/disposed/reused materials relevant to the site.
4. That the presence of any previously unrecorded contamination or variation to reported ground conditions that becomes evident during site works shall be brought to the attention of the Planning Authority within one week. Consequential amendments to the Remediation Strategy shall not be implemented unless it has been submitted to and approved, in writing by the Planning Authority.
5. The use of the development shall not commence until the applicant has submitted a completion report for approval, in writing by the Planning Authority, detailing all fill or landscaping material imported onto the site. This report shall contain information of the material's source, volume, intended use and verification of chemical quality (including soil-leachate and organic content etc) with plans delineating placement and thickness.
6. The development hereby approved shall be completed prior to the first occupation of the Phase 3 new build housing as described in the phasing plan approved under planning permission 12/0273/IC.
7. No development shall commence until samples of all external material have been submitted to and approved in writing by the Planning Authority: development thereafter shall proceed utilising the approved materials, unless the Planning Authority gives its prior written approval to any alternatives.
8. None of the flats hereby approved shall be occupied until the parking spaces detailed on drawing 14054 (PL)002-A have been completed.
9. No development shall commence until details of the proposed restoration of the conservatory and east wing of the B listed Broadstone House including like for like replacement of windows and doors and specification of roof slates have been submitted to and approved in writing by the Planning Authority.

10. No development shall commence until full details of all decorative stonework to be reused from Broadstone House in the construction of the new build residential building hereby approved have been submitted to and approved in writing by the Planning Authority.
11. Development shall proceed in accordance with the recommendations of the GLM Ecology Swift Apus Survey Report, Broadstone House, Port Glasgow August 2015 and the GLM Ecology Bat Survey Report Broadstone House, Port Glasgow August 2015.

Reasons

1. To help arrest the spread of Japanese Knotweed in the interests of environmental protection.
2. To satisfactorily address potential contamination issues in the interests of environmental safety.
3. To provide verification that remediation has been carried out to the Authority's satisfaction.
4. To ensure that all contamination issues are recorded and dealt with appropriately.
5. To protect receptors from the harmful effects of imported contamination.
6. To ensure the completion of the proposal hereby approved.
7. To ensure a continuity of finishing materials with the Grade B listed building.
8. To prevent obstructive parking on Hollybush Lane.
9. To demonstrate that the surviving elements of the building will retain their character and appearance.
10. To maximise the incorporation of surviving, structurally sound elements of Broadstone House into the design of the new build residential block and enhance the sense of place of the new development.
11. In the interests of the protection of protected species.

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Local Government (Access to Information) Act 1985 – Background Papers. For further information please contact Guy Phillips on 01475 712422.