

Ref: CM

Date: 26 August 2025

**A meeting of the Planning Board will be held on Wednesday 3 September 2025 at 4pm.**

**Members may attend the meeting in person or via remote online access. Webex joining details will be sent to Members and Officers prior to the meeting. Members are requested to notify Committee Services by 12 noon on Tuesday 2 September 2025 how they intend to access the meeting.**

**In the event of connectivity issues, Members are asked to use the *join by phone* number in the Webex invitation.**

**Information relating to the recording of meetings can be found at the end of this notice.**

LYNSEY BROWN  
Head of Legal, Democratic, Digital & Customer Services

## **BUSINESS**

1.	<b>Apologies, Substitutions and Declarations of Interest</b>	<b>Page</b>
2.	<b>Planning Applications</b> Reports by Interim Director - Regeneration on applications for planning permission as follows:	
(a)	<b>Three Sisters Bake LLP</b> Change of use of ground floor from café (class 3) to production bakery (class 5) (in retrospect) Hall, Somerville Weir Hall Building, Faith Avenue, Quarriers Village (25/0088/IC)	<b>p</b>
(b)	<b>Ark Circles Ltd</b> Change of use from Residential Care Home (Class 8) to House in Multiple Occupation (HMO) Cottage 19 (Ashgrove), Church Road, Quarriers Village (25/0080/IC)	<b>p</b>
(c)	<b>32<sup>nd</sup> Greenock Scout Group</b> Erection of covered canopy on rear elevation and two-storey garage extension to rear, formation of new entrance vestibule and installation of replacement windows, doors, roof tiles and trims 14-16 Bank Street, Greenock (25/0116/IC)	<b>p</b>

The reports are available publicly on the Council's website and the minute of the meeting will be submitted to the next standing meeting of the Inverclyde Council. The agenda for the meeting of the Inverclyde Council will be available publicly on the Council's website.

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Enquiries to – **Colin MacDonald** – Tel 01475 712113

**Report To:** The Planning Board

**Date:** 3 September 2025

**Report By:** Interim Director - Regeneration

**Report No:** 25/0088/IC

**Local Application  
Development**

**Contact  
Officer:** Colin Lamond

**Contact No:** 01475 712422

**Subject:** Change of use of ground floor from cafe (Class 3) to production bakery (Class 5) (in retrospect)  
at  
Sommerville Weir Hall Building, Faith Avenue, Quarrier's Village



## SUMMARY

- The proposal is acceptable when assessed against National Planning Framework 4.
- The proposal accords with the adopted and proposed Inverclyde Local Development Plans.
- Eight representations were received, seven objecting to the proposal and one making neutral comments.
- The recommendation is to GRANT PLANNING PERMISSION subject to conditions.

Drawings may be viewed at:

<https://planning.inverclyde.gov.uk/Online/applicationDetails.do?activeTab=documents&keyVal=RP59FTIML7T00>

## **SITE DESCRIPTION**

The application site is part of the ground floor of Sommerville Weir Hall, Faith Avenue, Quarrier's Village. The hall was constructed (then known as Central Hall) in 1878 as part of the Orphan Homes of Scotland Charity settlement. The early history of the building included uses as a place of worship and a school.

The two storey stone built period property is constructed in a free classical style with a slate roof and decorative detailing. Windows are predominantly sliding sash and case (white coloured).

The production bakery occupies the central portion of the ground floor and incorporates a food preparation area, a bake area (with canopy and flue), various storage rooms, washing areas and a packaging area. Access points are north (directly from street), west (shared public entrance) and east (shared emergency exit).

The building is owned by the Quarrier's business and charity with the upper floor utilised for training and community events. Part of the ground floor is occupied by the bakery/café with the remainder used for sports changing facilities (consented via 25/0088/IC).

## **PLANNING APPLICATION HISTORY**

Since 2011 the unit has operated as a café, with an ancillary use as a commercial bakery; providing off site sales of baked goods which included wholesale supply, farmers markets and online retailing. As the café could not operate due to Covid restrictions, the unit continued to operate solely as a commercial bakery from 2021 until the present day. The café facility did not reopen after 2021.

Consent 12/0064/IC (Part change of use to create sporting facility) changed the use of part of the ground floor to a sports changing facility. The remainder of the ground floor (kitchen and dining area) remained the central component of the café and bakery business.

A certificate of lawfulness (24/0002/CPE) was submitted then withdrawn. The application was to determine whether the lawful use of the ground floor unit was a bakery. The position of the Planning Authority was that the established use was café (Class 3).

As the primary use of the unit had changed to commercial bakery an application for a change of use is required.

## **PROPOSAL**

The proposal is to continue use of the ground floor unit for the purposes of a commercial production bakery. The previous use (until 2021) included a kitchen and 55 seat dining area. The present use includes a food preparation area, a bake area (with canopy and flue), various storage rooms, washing areas and a packaging area. There is no longer any specific public area within the unit. The bakery produces hot savoury products, baked goods and cakes which are supplied as wholesale to stockists; sold as fresh at farmers markets and sold through online retail. 'Pop up' retail sales directly to the public occur one Saturday per month.

One articulated HGV delivery occurs each Monday to supply raw products. Further commercial traffic typically includes one further wholesale delivery and one or two postal service deliveries. Collection of outgoing retail online orders occurs once per day via Royal Mail.

The commercial bakery operates between 8am and 6pm Monday to Friday with five full time and two part time staff operating two shifts. Staff work at weekends when business operation is selling goods at a market. This typically involves three light goods vehicles leaving in the morning and returning by 5pm.

The application is not fully retrospective because the use as commercial bakery was established as ancillary to the café operation. However, the repurpose of the unit for the primary and sole use as commercial bakery does require planning consent.

## **DEVELOPMENT PLAN POLICIES**

### **National Planning Framework 4**

NPF4 was adopted by the Scottish Ministers on 13<sup>th</sup> 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 13<sup>th</sup> 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 7**

d) Development proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced. Relevant considerations include the: i. architectural and historic character of the area; ii. existing density, built form and layout; and iii. context and siting, quality of design and suitable materials.

e) Development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained.

#### **Policy 9**

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 12**

a) Development proposals will seek to reduce, reuse or recycle materials in line with the waste hierarchy.

b) Development proposals will be supported where they: i. reuse existing buildings and infrastructure; ii. minimise demolition and salvage materials for reuse; iii. minimise waste, reduce pressure on virgin resources and enable building materials, components and products to be disassembled, and reused at the end of their useful life; iv. use materials with the lowest forms of embodied emissions, such as recycled and natural construction materials; v. use materials that are suitable for reuse with minimal reprocessing.

c) Development proposals that are likely to generate waste when operational, including residential, commercial and industrial properties, will set out how much waste the proposal is expected to generate and how it will be managed including:

- i. provision to maximise waste reduction and waste separation at source, and

- ii. measures to minimise the cross contamination of materials, through appropriate segregation and storage of waste; convenient access for the collection of waste; and recycling and localised waste management facilities.

## **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.

## **ADOPTED 2019 LOCAL DEVELOPMENT PLAN POLICIES**

### **Policy 1 - Creating Successful Places**

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

### **Policy 11 - Managing Impact of Development on the Transport Network**

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

### **Policy 28 - Conservation Areas**

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

## **PROPOSED 2021 LOCAL DEVELOPMENT PLAN POLICIES**

### **Policy 1 - Creating Successful Places**

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

### **Policy 12 - Managing Impact of Development on the Transport Network**

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

### **Policy 20 - Residential Areas**

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

### **Policy 28 - Conservation Areas**

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

## **CONSULTATIONS**

**Head of Public Protection** - advises the following: the applicant should submit a detailed specification of storage facilities for waste and recycling, including details of the areas for storage; deliveries should not be carried out between 23:00 and 07:00 hours. Other issues related to the potential imposition of advisory notes are that the applicant should be aware of the Construction Regulations 2015 (CDM 2015); structural compliance with food safety and health and safety at work legislation should be confirmed with Public Protection; changes in cooking and food preparation should be reported; external lighting should be in accordance with Scottish Government guidance.

**Head of Service - Roads and Transportation** – advises:

- The parking requirements for the existing use as (Class 3) café is one space per 5sqm. The GFA of the building is 198sqm. The total parking requirement is 40 spaces.
- The parking requirements for the proposed use as (Class 5) general industrial is one space per 50sqm. The GFA of the building is 198sqm. The total parking requirement is four spaces.
- The applicant has proposed three new allocated spaces and there are 10 unallocated spaces to the west of the building.
- As the parking requirement for the proposed use is fewer than the existing use then the proposed parking is acceptable.
- At least one parking space or 5% of total car park capacity (whichever is greater) shall be disabled bays. The applicant shall demonstrate how this will be achieved.

*The applicant has confirmed the provision of one accessible parking space in accordance with national parking standards.*

- All surface water should be managed within the site to prevent flooding to the public road network.

## **PUBLICITY**

The application was advertised in the Greenock Telegraph on 30th May 2025 as a development affecting conservation areas.

## **SITE NOTICES**

A site notice was posted on 30th May 2025 for development affecting conservation area.

## **PUBLIC PARTICIPATION**

The application was the subject of neighbour notification. Eight representations from seven households were received, with seven objecting to the proposal. The grounds for objection are summarised as follows:

- Factory has zero benefit to the public and would be better suited to an industrial estate.
- Loss of café and social element of having a meeting place.
- Bakery uses a space that could be repurposed as a café/restaurant.
- Poor vermin control and inadequate use of refuse bins.
- Pick up service causing traffic problems.
- Inappropriate building as the property is historically significant.
- Poor relationship between operators and public.
- Superior alternative sites are available.
- Poor waste management.
- Impacts on the private road surface.
- Lack of financial contribution to private road network.
- Anti-social behaviour occurred when operating as a café.
- Requires traffic management due to commercial vehicles.
- Pop up shops may cause traffic congestion.
- Pest control measures harm wildlife and domestic pets.
- Delivery and dispatch vehicles unsuited to narrow roads.
- Impacts of vehicle movements on vulnerable children and adults.

One comment was also received neither in support nor objecting to the proposal. The representation states that although there is no intensification of the present use, restrictions on the use should be considered to reduce the impact on the local area. Deliveries to and from the bakery should be restricted in terms of number and timing to protect amenity. The bakery operator does not contribute to the road upkeep.

Kilmacolm Civic Trust do not object to the proposal however have stated that the loss of the café facility is detrimental to the settlement of Quarrier's, despite the parking pressures created by the use as a café. The use of the building as a commercial bakery does not bring discernible benefits to the settlement however does support employment.

## **ASSESSMENT**

The material considerations in determination of the application are the National Planning Framework 4 (NPF4); the adopted 2019 Inverclyde Local Development Plan (LDP); the proposed 2021



Inverclyde Local Development Plan (LDP); impact on the conservation area; and the consultation responses.

Policy 1 of NPF4 requires consideration of the global climate and nature crises to be given to all development. NPF4 Policy 14 states that development proposals should be designed to improve the quality of the urban area and supported where consistent with the six qualities of successful places, also referenced in Policy 1 of the adopted and proposed Inverclyde Local Development Plan.

Policy 14 of NPF4 and Policy 1 of both LDPs refer to qualities of successful places. All six qualities in Policy 14 and all the qualities of being 'Distinctive', 'Adaptable', 'Resource Efficient', 'Easy to Move Around' and 'Safe and Pleasant' in Policy 1 of both LDPs are relevant to this proposal. Considering Policy 1 of both LDPs, the proposal seeks to continue the established repurpose of a building, avoiding creating a building that will become neglected or obsolete. This meets the quality of being 'Adaptable' and complies with the quality of being 'Resource Efficient' through making use of an existing building. The continued reuse of an existing building (which is still in appropriate condition for re use) can also be supported under criteria d) in Policy 9 of NPF4 and will minimise the impacts of the proposal on climate change, in accordance with Policy 1 of NPF4. In considering whether the proposal meets the quality of being 'Distinctive', the characteristics of the building remain unchanged in light of the continued use.

Policy 7 of NPF4 requires the retention of natural and built features that contribute to the merits of the conservation area. Proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced. As the proposal is to continue an established use of the ground floor, with no external alterations taking place, it can be considered to preserve the character and appearance of the area. There is no discernible loss of natural or built features of relevance to the conservation area.

Policy 28 of the adopted and proposed LDP states that development proposals in conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced. Factors include the architectural and historic character of the area; existing density; built form and layout; context; suitable design and materials. As the proposal is to continue an established use of the ground floor, with no external alterations taking place, it can be considered to preserve the character and appearance of the area, in accordance with Policy 28 of both LDPs, as well as contributing positively to historic places, meeting the quality of being 'Distinctive' in Policy 1 of both LDPs.

In assessing the proposal against Policy 11 of the adopted LDP and Policy 12 of the proposed LDP, and whether it meets the quality of being 'Safe and Pleasant' by minimising the impact on traffic and parking in the street scene, the consultation response from the Head of Service - Roads and Transportation indicates no objection to the proposal in terms of traffic management and road safety, noting that the proposed use of the site requires a lesser level of parking than the previous use. The previous use of the unit included both a cafe and bakery (which also provided finished goods for sale off premises). The level of parking provision required for the previous use exceeds the requirement for the continuing use as commercial (production) bakery. The repurpose of the unit for the exclusive use of the production bakery is not a significant material change from the parking requirements of the combined café and bakery. On request, the applicant provided evidence of a further parking bay for accessible users. It should be noted that shared and public areas at Quarrier's often include the immediate curtilage of buildings and residential properties. However, car reliance is significant within the settlement as public transport options are limited.

It is considered that the proposal will not have an adverse impact on the efficient operation of the transport and active travel network. The proposal accords with Policy 11 of the adopted LDP and Policy 12 of the proposed LDP, as well as meeting the quality of being 'Safe and Pleasant' in this regard.



Principal (communal) exterior of café/bakery

A list of sites where Class 4, 5 and 6 uses will be supported is provided in both the adopted and proposed LDPs. The location of the production bakery (Class 5) is not included in the list of business and industrial opportunities. However, both LDPs provide a general statement; *“there is a need to attract private sector businesses and investment into Inverclyde, as well as supporting existing businesses to grow and new small and medium-sized businesses to set up. This is key to Inverclyde’s future prosperity as it will widen the business base, create new job opportunities, help retain the existing population, attract new people to the area, and support and enhance local services”*.

The continued use of the bakery broadly aligns with the general statements of both LDPs by the provision of local employment and support for small and medium sized businesses.

Quarrier’s Village has no defined town or local centre and the conservation area is largely dominated by residential property. The location of Class 5 (general industrial) use in such a location is relatively unusual. However, there is no specific exclusion of such a use. The established use of the ground floor was a café/restaurant with ancillary use as a commercial bakery. The repurpose of the unit as solely a bakery is not entirely new however does involve a change in intensity of the previous ancillary use (bakery), making it the primary use of the floorspace. There is no evidence to suggest that the continued repurpose of the unit as a bakery causes an amenity impact demonstrably worse than the previous combined use. Many of the processes remain similar, or the same as previously undertaken; areas are set aside for food preparation, storage and washing; stock supplies delivered by commercial vehicles (which would have been the case under the previous operation of the café/bakery operation), and employees involved in food production. Some additional traffic movements are noted such as courier/postal services for mail order goods. However, these are limited in number and generally time specific. Additional traffic movements for occasional direct retail sales are regular however limited in frequency. The previous primary use (café) would have resulted in frequent and occasionally continuous traffic movements as a result of patrons arriving and leaving.



Further mitigation regarding amenity impact can be addressed via conditions restricting hours of operation and deliveries.



Parking area, side elevation

Public Protection have stated a requirement for information on waste recycling and storage, which can be conditioned should the application receive consent. Delivery and operational hours can be restricted by condition, should the application receive consent, for the purposes of the protection of residential amenity. The proposal therefore meets with the waste management requirements of Policy 12 of NPF4.

Policy 20 of the proposed Local Development Plan requires development within residential areas to be assessed with regard to their impact on the amenity, character and appearance of the area. As discussed throughout this report, the setting of Quarrier's Village is unique, and the settlement lacks the conventional arrangements of a defined centre with business and retail uses. The use of a building for a Class 5 use in this context is unusual. However, the characteristics of the use differ from other Class 5 uses. It is noted that the use does not generate significant and unacceptable levels of traffic and has a parking and traffic impact not entirely disassociated with the previous cafe use. The business does not require high volumes of staffing, nor are the working processes markedly different from those of the previous (combined) use. It is concluded therefore that the business can operate (subject to conditions) within a residential area without adversely impacting the amenity, character and appearance of the residential area.

Regards issues contained in representations that are not addressed above; the issue of locational justification has some merit as Class 5 uses are unusual in unique settlements such as Quarrier's Village. However, the applicant has stated that alternative sites are cost prohibitive and may be impractical in relation to staff relocation. There is no specific policy exclusion for a Class 5 use in this

location, and the impacts of the bakery should be taken on their own merits and not on the basis that the location is wholly unsuitable for a Class 5 use. As discussed elsewhere in this report, there are no significant amenity impacts that cannot be addressed by condition.

The loss of the café in terms of a local service with community benefit is largely a commercial decision on the part of the operator. This assessment is based on the continued repurpose of the unit as a bakery.

As discussed throughout this report, traffic generation is not considered unacceptable by the Head of Roads and Transportation, and the volume and frequency of traffic is commensurate with the previous operation. It is also noted that the bakery has operated as the primary use since 2021. Parking provisions are satisfactory for the continued use and are commensurate with the parking requirements of the previous combined use. The road network is considered satisfactory for the continued use. Road safety issues are not considered to be significant. Normal adherence to road and public safety standards would be expected.

Regards vermin control, previous or ongoing issues can be addressed via Public Protection. Should the application receive consent, the provisions for waste recycling and storage must be provided for the approval of the Planning Authority and Public Protection.

The use of a period property with historical significance is generally supported, subject to other considerations. Repurpose or continued use of such buildings keeps the property in active use and the appropriate reuse of building space is also supported under brownfield policy.

There are a number of points raised in representations that are not material considerations in the planning assessment. Financial contributions for the maintenance of the partial private road network are a civil matter that cannot be addressed in this assessment. Incidences of previous anti-social behaviour related to the previous use also cannot be considered as part of the assessment. Similarly, the historic relationship between the owners/operators and members of the public is not a material consideration. Safe and correct use of pest control measures would not be considered in a planning assessment (other than measures for the storage of waste) however may be subject to other legislative controls.

### Summary

The continued repurpose of the ground floor supports the active ongoing use of a building. The business also supports seven staff members and is likely to result in a net economic gain for the local economy (although the exact local economic benefit is difficult to quantify). Public Protection has no issues with the food preparation established by the bakery, aside from a requirement (via condition) to provide details of recycling and waste storage and disposal. Inverclyde Council Roads and Transportation Service are satisfied with the level of parking provision, and the established use does not result in an adverse impact on the local road network. It is accepted that a Class 5 use in this location is unusual however the characteristics of the commercial bakery are such that residential amenity is not significantly impacted (subject to conditions). The characteristics of the conservation area are not impacted as there are no physical changes to the fabric of the building, and the bakery operation will not impact on the function and role of the conservation area.

The benefits of this development are considered to outweigh any adverse impacts and it is therefore considered to be acceptable when assessed against the relevant policies of National Planning Framework 4 and the adopted and proposed Inverclyde Local Development Plans. There are no material considerations that outweigh the policies.

### **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 of the date of this permission.

Reason: To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended).

2. Deliveries or collections to and from the site shall not be carried out between the hours of 23:00 and 07:00.

Reason: In the interests of public amenity.

3. The bakery hereby approved shall be restricted to operational hours of between 08:00 and 20:00 hours Monday to Sunday. For the avoidance of doubt, and in accordance with Condition 2 above, deliveries to and from the site can be carried out between the hours of 07:00 and 23:00 Monday to Sunday.

Reason: In the interests of public amenity.

4. No later than two months from the date of this decision, the applicant shall submit to the Planning Authority a detailed specification of the containers to be used to store waste materials and recyclable materials produced on the premises as well as specific details of the areas where such containers are to be located. The above details (and any equipment and any structural changes) will require to be approved in writing by the Planning Authority.

Reason: To protect the amenity of the immediate area, prevent the creation of nuisance due to odours, insects, rodents or birds.

5. All surface water flows are to be contained within the site and limited to that of green-field run-off.

Reason: To prevent flood risk.

Neale McIlvanney  
Interim Director  
Regeneration

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

**Report To: The Planning Board**

**Date: 3 September 2025**

**Report By: Interim Director - Regeneration**

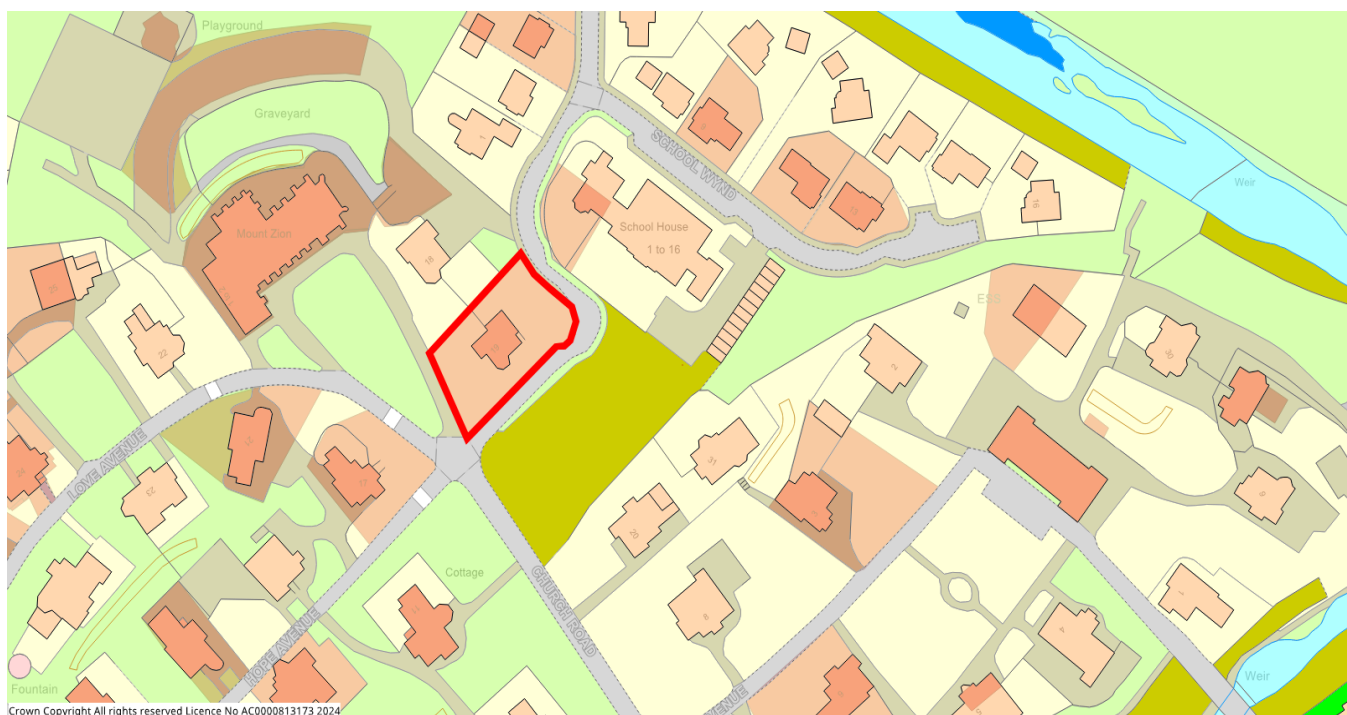
**Report No: 25/0080/IC**

**Local Application  
Development**

**Contact  
Officer: Carrie Main**

**Contact No: 01475 712413**

**Subject: Change of use from Residential Care home to House in Multiple Occupation (HMO) at  
Cottage 19 (Ashgrove), Church Road, Quarriers Village**



## SUMMARY

- The proposal is acceptable when assessed against National Planning Framework 4.
- The proposal accords with the adopted and proposed Inverclyde Local Development Plans.
- There have been 133 representations with 130 objecting to the application.
- The recommendation is to GRANT PLANNING PERMISSION subject to conditions.

Drawings may be viewed at:

[25/0080/IC | Change of use from Residential Care home to House of Multiple Occupation \(HMO\) | Cottage 19 \(Ashgrove\)  
Church Road Quarriers Village PA11 3SX](#)

## **SITE DESCRIPTION**

The application site comprises a detached two storey traditional villa with a single storey rear extension. The property is of traditional construction, with a high-pitched slate roof, blonde sandstone to the main/original building with a render finish on the rear extension. The building is situated on the north-east side of Church Road where it meets Hope Avenue and backs onto School Wynd. The building is surrounded by a tarmacked area used for parking and garden ground/areas of soft landscaping. Areas of undesignated open space exist immediately out-with the site to the southeast and west. The surrounding area is mainly residential in character. Neighbouring properties are similar in terms of their scale, design and materials. The houses are set within large plots, a good distance apart with relatively open garden ground around each house. The building is presently unoccupied.

## **PROPOSAL**

Planning permission is sought for the change of use of the building from a residential care home (Class 8) to a house in multiple occupation (HMO) (a sui-generis use). The Planning Statement further clarifies that the proposed use will offer vulnerable adults affordable, shared accommodation without any required care component on site.

The property contains 7 ensuite bedrooms with shared communal facilities including kitchen and living areas. No external alterations are proposed. The parking layout plan proposes 7 parking spaces within the curtilage of the property, including two EV bays and one disabled bay. The disabled bay is located at the front of the property encroaching onto the garden ground. Cycle parking is also marked on the plan.

## **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.

### **Policy 1- Tackling the climate change and nature crisis**

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

### **Policy 7- Historic assets and places**

a) Development proposals with a potentially significant impact on historic assets or places will be accompanied by an assessment which is based on an understanding of the cultural significance of the historic asset and/or place. The assessment should identify the likely visual or physical impact of any proposals for change, including cumulative effects and provide a sound basis for managing the impacts of change.

Proposals should also be informed by national policy and guidance on managing change in the historic environment, and information held within Historic Environment Records.

d) Development proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced. Relevant considerations include the:



- i. architectural and historic character of the area;
- ii. existing density, built form and layout; and
- iii. context and siting, quality of design and suitable materials.

e) Development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting, including structures, boundary walls, railings, trees and hedges, are retained.

#### **Policy 14- Design, quality and place**

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.

#### **Policy 16- Quality homes**

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.

### **ADOPTED 2019 LOCAL DEVELOPMENT PLAN POLICIES**

#### **Policy 1 - Creating Successful Places**



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

### **Policy 11 - Managing Impact of Development on the Transport Network**

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

### **Policy 28 - Conservation Areas**

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

## **PROPOSED 2021 PROPOSED LOCAL DEVELOPMENT PLAN POLICIES**

### **Policy 1 - Creating Successful Places**

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

### **Policy 12 - Managing Impact of Development on the Transport Network**

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

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

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

### **Policy 20 - Residential Areas**

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

### **Policy 28 - Conservation Areas**

Proposals for development, within or affecting the setting of a conservation area, are to preserve or enhance the character and appearance of the area. In assessing such proposals regard will be had

to any relevant Conservation Area Appraisals or other information relating to the historic or architectural value of the conservation area.

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

## CONSULTATIONS

**Head of Service - Roads and Transportation** – advises as follows:

1. Parking should be provided in accordance with the National Roads Development Guidelines:

Development type	Car parking
Residential Care Home	1 space per staff member + 1 visitor space per 3 beds
1 bedroom dwelling	1 parking space per dwelling

2. The parking requirement within the National Guidelines for the existing property was calculated as follows:
  - 7 beds, 1 visitor space per 3 beds = 3 spaces;
  - Approx. 1 staff per 5 residents.  $7/5 = 2$  spaces.

The total existing parking requirement is 5 car parking spaces.

3. Application proposes 7 flats each with 1 bedroom in a House of Multiple Occupancy, which can be likened to 1-bedroom dwellings.

Each property requires 1 parking space. The total parking requirement is 7 car parking spaces. The application shows 7 parking spaces, including 1 disabled bay and 2 EV bays.

4. The parking bays shall be a minimum of 2.5m x 5.0m. Applicant shall show this can be met on all spaces.
5. The “nose in” bays shall have an aisle width of 6m. The current layout meets this requirement.
6. The 2 EV bays from School Wynd shall be fully paved and have a maximum gradient of 10%.
7. A visibility splay of 2.0m×20.0m×1.05m can be achieved from the driveway on School Wynd. This shall be maintained in perpetuity.
8. The bicycle parking shown as part of this application is sufficient.

**Head of Public Protection** - no objection however recommends condition to be placed on any grant consent relating to waste storage containers.

## PUBLICITY

The application was advertised in the Greenock Telegraph on 16th May 2025 as a development affecting a conservation area.

## SITE NOTICES

A site notice was posted on 16th May 2025 for development affecting a conservation area.

## **PUBLIC PARTICIPATION**

The application was the subject of neighbour notification, whereby 133 representations were received comprising of 130 objections from individuals and community groups: 1 neutral comment and 2 in support of the application. The comments received are summarised below:

### **Objections:**

#### Social and safety concerns

- Residents in HMO would increase risk to this already vulnerable community.
- Tension between tenants.
- Transient tenants and lack of community cohesion.
- Licencing and enforcement issues - not all HMOs are properly licenced - hard to monitor safety and standards.
- Will undermine community well-being and security.
- HMOs have chequered history and associated with groups which could be problematic.
- Safety implications for children and vulnerable people in the village.
- Prohibits a diverse and balance residential community.
- Tenants are unsuitable for this area.
- Overprovision of care establishments in the village.
- Will discourage private residential development.
- Will discourage homeownership.
- Will adversely impact the peaceful and community-orientated atmosphere in the village.
- Mixed lifestyles amongst tenants.
- Does not meet the needs of the local area and is not providing accommodation required for the village.
- Commercial property which is a danger to the village/existing residents.
- Anti-social behaviour.
- Would the tenants work?
- There has not been any communication with existing residents regarding this proposal.
- Tenants would be isolated, including socially isolated.
- Can the council guarantee the safety of existing residents.
- Would result in loss of a family home or even 2, if subdivided.
- Who polices disturbance between long standing and new residents?

#### Traffic, parking and accessibility

- Multiple tenants - more vehicles per property.
- Will be an overprovision of vehicles at the property as public transport connections are poor.
- Two new staircases are not shown on plan however there is parking in those areas - would not be possible to manoeuvre and park.
- Other spaces are created following the removal of garden ground. Would necessitate parking on a blind corner.
- No visitor parking spaces provided.
- No analysis on whether spaces are usable in terms of swept path analysis.
- Parking plan has no dimensions and is extremely tight.
- No space for emergency vehicles.
- Parking areas may require trees to be removed, which are protected.
- Parking plan does not show steps at the side of the building which will limit parking/turning space.
- Parking adjacent to fire exit - safety implications.
- Limited parking at the property and no pavements - risking safety.

- The proposed parking on School Wynd is not suitable as the trees create a blind spot. Loss of trees is not acceptable.

#### Utilities, infrastructure and local amenities

- Increased demand on local services, utilities and infrastructure.
- Removal of green space would impact flooding/drainage.
- Infrastructure is insufficient to accommodate the development safely.
- The village cannot keep expanding unless facilities and infrastructure are upgraded.
- Not consistent with '20-minute neighbourhood' as no facilities.
- The local bus service has recently been cancelled. The nearest bus service is a 2 mile walk on the A761.

#### Residential amenity

- HMO properties are often overcrowded.
- There is no outside amenity space for occupants.
- Will lead to increased noise.
- More people - more rubbish.
- Frequent comings and goings, late night disturbances.
- No local services in the area.
- Negative impact on residential amenity to existing homes and residents outweigh any benefits.
- Very close to playpark.
- Without 24-hour care provision on site this could result in adverse impacts to neighbour's amenity.
- Residents should have their own bathroom facilities, as per most student accommodation.

#### Impact on the conservation area

- HMOs are inconsistent with the character of the village.
- Family orientated housing is the predominant use/character.
- Adverse implications to the character of the conservation area.
- This type of change of use will set a precedent and irreversibly change the area.
- Bicycle storage would have a significant impact on visual amenity.
- HMOs are more suited to accessible, urban areas.

#### Further information request

- Does not fully describe the intended use - how will it be managed/operate?
- No indication of who tenants will be.
- No detailed on the number of occupants.
- No detail on associated external care.
- More information required on prospective tenants.
- No information on who will be running the HMO.
- Lack of information with the proposed use.
- Will there be 7 or 14 occupants?
- Clarity on property management and security measures is needed.

#### Other matters

- Impact on property values.
- Approval risks setting a precedent for this type of residential accommodation.
- Simply a business venture.

- Will each tenant be vetted?
- Title deeds state that village houses are for families.
- The development/parking encroaches onto common land out-with the ownership of the property.
- HMOs benefit no one except the individual profiting financially.
- There is no demand for HMO accommodation in this area.

### **Support & Neutral:**

- Addresses the growing need for affordable and diverse housing.
- The property is currently vacant and reuse to provide accommodation is both socially necessary and entirely appropriate given the previous use as a care facility and the historical use and ethos of the village.
- The proposal involves no external alterations and preserves the character of the conservation area. The use would remain residential.
- Well served by public transport with sufficient parking making it a sustainable location.
- It complies with NPF4 and the LDPs in supporting quality, affordable, sustainable homes and reuse of existing buildings.
- Objecting on the grounds of 'tranquillity' seems to ignore the properties history and broader community responsibility we share in supporting inclusive housing.
- Amidst housing and cost of living crises - this is required.
- It might bring a younger generation to the village.

These comments will be addressed within the assessment below.

## **ASSESSMENT**

The material considerations in determination of this application are the National Planning Framework 4 (NPF4), the adopted 2019 Inverclyde Local Development Plan (LDP); the proposed 2021 Inverclyde Local Development Plan (LDP); Historic Environment Scotland's "Historic Environment Policy for Scotland", the "Managing Change in the Historic Environment" guidance note on "Setting"; the Quarrier's Homes Conservation Area Appraisal; the consultation responses received; and the representations received.

### Policy Context

NPF4 recognises that proposals for development within conservation areas should preserve and enhance the character and appearance of the conservation area. Development is supported where it is consistent with the qualities of contributing to a successful place. The quality of being "Adaptable" is of relevance to this proposal in allowing for flexibility of buildings so they can be changed quickly to accommodate different uses as well as maintained over time. Adaptability in terms of housing provision and choice, and which address identified gaps in provision is also supported. This includes providing choice in the range of type and size of homes to cater for a diverse population.

Both LDPs locate the application site within an established residential area and within the Quarriers Homes Conservation Area, covered by Policies 28 of both LDPs and Policy 20 of the proposed LDP. Policy 20 relates to proposals for development within residential areas, requiring that they be assessed regarding their impact on the amenity, character and appearance of the area. Policy 28 requires that proposals for development within conservation areas preserve or enhance the character and appearance of the area. The HES Policy Statement and Guidance also instils these principles.

### Impact on the conservation area

The application site and surrounding area has a diverse history and is within the grounds of the original "Orphan Homes of Scotland" part of Quarriers Village. The character of the Conservation

Area is defined by its mainly residential nature which evolved out of the discontinuance of the use of the buildings formerly associated with the provision of care facilities within the village. It should be noted, however, that some care provision remains within individual buildings and that there are also existing business operations. Therefore, whilst it is a residential area, it is not exclusively so. The present use class of this building is a residential care home (Class 8), and the proposal seeks to adapt the use of the building to provide low-cost rental residential accommodation for individual tenants under a 'Houses of Multiple Occupation' (HMO) provision. This type of residential accommodation offers more choice in terms of overall functionality, size, affordability and is often suited to students or other specialist groups such as service personnel. The Planning Statement further clarifies that the reuse would provide accommodation specifically for vulnerable adults who may require varying degrees of community support externally, with care provision not provided on-site. There is no need to specify any further on the group/individuals as the proposal can be appropriately assessed regarding the change of planning use classification.

This type of residential accommodation therefore accords with Policy 16 of NPF4 in offering choice of housing provision. The proposal also complies with Policy 9 and 14 of NPF4 and Policy 1 of both LDPs in terms of being "Adaptable" in ensuring buildings can be adapted for a range of uses and avoiding creating buildings that will become neglected or obsolete; and being "Resource Efficient", under Policy of both LDPs, in making use of existing buildings. Detailed assessment is however required to ensure that the proposed use is acceptable in terms of functionality of the surrounding area, character and amenity of the area to ensure no adverse implications to residential amenity and to the character and amenity of the conservation area.

The Quarrier's Homes Conservation Area Appraisal was published in January 2020 and identifies that the Conservation Area represents a purpose-built village, with around 50 "cottage homes" constructed around its core between 1877 and 1910. This series of residences were each built to an individual specification, which has resulted in a series of unique buildings that exhibit elements of Baronial, Gothic and Tudor architectural styles which have largely survived with very little change to their form or setting. The pattern of development in the Conservation Area is an open village form, with each house set back from the avenues, deliberately placed in substantial plots. The extent of open grass areas and green space give a real sense of space and importance to the form of the Conservation Area. The plot patterns are quite similar throughout much of the Quarrier's Homes conservation area due to the consistent architectural styles deployed over several years by the architect Robert Bryden and the concept for the Village which was envisaged. The houses sit in large feus all set a good distance apart with open garden grounds around each house. These plot patterns differ considerably from the more modern houses constructed at School Wynd where the amenity space around each house is considerably lower.

The proposal does not include any internal or external alterations to the building. A change is proposed to the landscaping surrounding the building in that a disabled parking bay is proposed in the front curtilage of the property, within the existing front garden ground, to extend upon the existing adjacent hard surfaced driveway and access path leading from the driveway to the house. It is considered that whilst this does encroach into the soft landscaping/grassed area within the property it is minimal and the soft landscaping surrounding the building remains a key feature of the property. The benefits of providing accessible access to enable the inclusive reuse of the property is also acknowledged. Overall, the proposal will have little impact on the character, architectural integrity and urban form of the conservation area and the key characteristics identified by the appraisal. The proposal can therefore be considered to preserve the overall appearance of the area and to preserve the historic place in accordance with Policies 7, 9 of NPF4, Policy 28 of both LDPs and to meet the quality of being 'Distinctive' within Policy 1 of both LDPs and Policy 14 of NPF4.



View of the front of the property from west, from Church Road

### Residential amenity

The proposed change of use follows the recent pattern of development and evolution from care facilities to private residential accommodation. The proposed residential use of the building will integrate into this existing established residential area and will preserve the overall character and amenity of the area in compliance with Policy 20 of the proposed Plan.

Concern has been raised by representation on the amenity impact of perspective residents including safety concerns, noise, litter and the “transient nature” of the proposed use. This proposed use may typically be more transient in nature given the number of residents. However, the fact that they will be tenants of rental accommodation, which may result in a higher turnover of tenants typically than homeowners, this would not be to a significant degree to cause more disturbance, noise, activity, litter than that associated with a typical residential property. The fact that the proposal is for multiple residents living together with shared facilities does not highlight any concerns that prospective residents could be disrespectful to the property, the wider community and village or unsafe individuals presenting anti-social behaviour, which would cause disruption to the existing community. These comments are therefore conjecture and are not material planning considerations relevant in the assessment or determination of this application for the change of use.

The same applies to the request for further information on residents/tenants and that they be ‘vetted’ prior to occupation. The operation of private rental accommodation and management to ensure no adverse implications to existing residential amenity is sufficiently detailed and addressed within the Planning Statement submitted.

Any excessive noise would be a matter to be reported to the Council’s Public Protection Service to investigate under their remit and any anti-social behaviour/safety concerns reported to the Police.

### Transport, accessibility and infrastructure

Turning to the impact on transport and accessibility, the Head of Roads and Transportation offers no objection, accepts the proposed parking provision and advises on the gradient and safe access to and from the property. Based on the proposed site plan and parking plan, it is considered these requirements are met and can be secured by condition of any grant of planning permission. The proposal therefore accords with Policy 11 of the adopted LDP and Policy 12 of the proposed LDP and meets the 'Safe and Pleasant' quality of Policy 14 of NPF4 and Policy 1 of both LDPs.

No further requirements or implications to flooding or drainage of the site or surrounding properties was identified, and the proposal therefore accords with Policies 8 and 9 of the adopted Plan and Policies 9 and 10 of the proposed Plan.

Concern was raised by representation regarding insufficient parking, inaccuracy of the built form and exclusion of the external stairs on the parking plan, and 'blind spots' created by soft landscaping from existing parking areas. The parking plan was updated during the assessment of the application. The parking proposed and manoeuvring space and visibility splay is accepted by Head of Roads and Transportation. As mentioned, the implementation of parking and visibility splay requirements, minimum dimensions and gradient will be further secured by condition in the interests of safety. No treeworks have been indicated within this application and would require consent under a treeworks application.

Further concern was raised in relation to the location of the property not being close to local amenities and public transport connections which will instil reliance on private car. Whilst this reflects the character and rural nature of the village it does not prohibit any residential use of the buildings, as residents often choose to reside in a quiet area, whereby local facilities are not readily available or accessible within walking distance. Nevertheless, this is an existing building, within the settlement boundary of the village, within an established predominately residential area, in a property which was previously utilised by multiple occupants where limited local facilities and public transport connections are in place. It constitutes sustainable development and reuse of an existing building without causing any overdevelopment implications. This concern does not justify any reason to refuse the proposed change of use of the building to residential.

The comments relating to insufficient utilities and infrastructure are not a concern as this is an existing building, which was previously used as a residential care home with multiple residents. The connection to utilities and infrastructure is a private matter to be addressed by the property owner and occupants.

### Outstanding Representations

Finally, to address all comments received by representation which have not yet been addressed within the assessment.

The neutral and supportive comments in relation to the application are noted.

This type of application will not set a 'precedent' for this type of development as each application is considered on individual merit, in which cumulative impacts will be considered. Presently it is not considered that there is an overprovision or concentration of HMO properties to any detriment to the character, amenity and functionality of the area.

Land ownership, the specifics of title deeds and impact on property values or demand for this type of accommodation are not material planning considerations which are relevant in the assessment and determination of a planning application.

### Conclusion

In conclusion, the proposed use of the property for residential use, under HMO provision, is in keeping with the area's residential character and will contribute to housing diversity and affordability.



It presents no implications to residential amenity. As minimal alterations are proposed, the historic environment is preserved and accords with the principles of Historic Environment Scotland's policy and guidance and protects the characteristics and assets of the area, as listed within the Quarriers Homes Conservation Area Appraisal. The proposal is accepted in terms of impact on the transport network, meeting the parking and safe access requirements. Whilst mindful of the objections received, the proposal accords with all relevant Plan Policies and there are no other material considerations which would warrant refusal of the application, it stands that planning permission should be granted subject to the following conditions.

## **RECOMMENDATION**

That the application be granted subject to the following conditions:

1. The development to which this permission relates must have commenced within 3 years from the date of this permission.

Reason: To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended).

2. A visibility splay of 2.0m×20.0m×1.05m shall be maintained from the driveway onto the access road in perpetuity.
  - (i) The parking bays shall be a minimum of 2.5m x 5.0m.
  - (ii) The "nose in" bays shall have an aisle width of 6m.
  - (iii) The 2 EV bays from School Wynd shall be fully paved and have a maximum gradient of 10%.

Reason: In the interests of road safety.

3. That all parking and manoeuvring areas, hereby approved, shall be completed and sealed to a final wearing course prior to the building being occupied by the proposed use.

Reason: In the interests of vehicular and pedestrian safety.

4. Development shall not commence until details of the containers to be used to store waste materials and recyclable materials produced on the premises as well as where the containers are to be located have been submitted to and approved in writing by the Planning Authority. The approved containers shall be implemented on site before the first use/occupation of the use of the development and thereafter retained in position.

Reason: To protect the amenity of the immediate area, prevent the creation of nuisance due to odours, insects, rodents, or birds.

Neale McIlvanney  
Interim Director  
Regeneration

**Report To: The Planning Board**

**Date: 3 September 2025**

**Report By: Interim Director - Regeneration**

**Report No: 25/0116/IC**

**Local Application  
Development**

**Contact  
Officer: David Sinclair**

**Contact No: 01475 712436**

**Subject: Erection of covered canopy on rear elevation and two-storey garage extension to rear, formation of new entrance vestibule and installation of replacement windows, doors, roof tiles and trims at  
14-16 Bank Street, Greenock.**



## SUMMARY

- The proposal is in accordance with the Development Plan, which comprises: National Planning Framework 4; the adopted 2019 Inverclyde Local Development Plan; and the proposed 2021 Inverclyde Local Development Plan.
- NINE representations including EIGHT objections have been received raising concerns over: scale, height and materials of the garage, noise and disturbance, and impacts on daylight, sunlight, views, wildlife and parking.
- Consultation responses present no impediment to development.
- The recommendation is to GRANT PLANNING PERMISSION subject to conditions.

Drawings may be viewed at:

<https://planning.inverclyde.gov.uk/Online/applicationDetails.do?activeTab=summary&keyVal=SZ2KW2IMJQ600>

## **SITE DESCRIPTION**

The application site comprises a two-storey Scout Hall located on the west side of Bank Street, Greenock, opposite the junction with Lyle Street. The building is finished with a grey ridged concrete tile roof, buff coloured brick walls, grey coated metal framed windows and doors, brown uPVC fascia trims and rainwater goods. The principal elevation contains two triangular shaped projecting bays which extend from ground level to part-way up the front roof plane. A metal extraction vent is located towards the top of the front roof plane at the south end of the roof, and 11 grey air conditioning units are located on the building, 8 on the rear elevation, 2 on the north side elevation and 1 on the south side elevation. The building contains a single storey 'lean to' glazed extension on the rear elevation, finished with the same materials as the rest of the building.

Vehicle access and parking is provided along the southern site boundary. A single storey, flat-roofed garage is located approximately 4.7m west of the rear elevation, with roughcast render walls and a blue painted garage door on the south elevation positioned in line with the south side elevation of the building. A low wall with gated access runs between the garage and main building. West of the garage, the parking area is separated from the rest of the external space by a blue painted timber fence around 1.2m in height. The rear space contains a mixture of paving and grass. The area on the north side of the building is gated off in line with the front and rear elevations. Boundary treatments comprise timber fencing around the north and west sides of the site and stone retaining walls between 0.5m and 1m in height along the south, topped with a mixture of hedging, stone walls and timber fencing to between 2.5m and 3.5m in height relative to the application site's off-street parking area.

The site adjoins one-and-a-half storey, semi-detached dwellings to the south which front Armadale Place, four storey, terraced residential flats to the south-west which front Armadale Place and Mearns Street, a three-storey, detached dwellinghouse to the north on Bank Street, with two-storey, flatted dwellings beyond. The rear curtilages of three storey, flatted dwellings are to the west of the site, and a social club and two-and-a-half storey flatted dwellings are to the east of the site across Bank Street.

## **PROPOSAL**

Planning permission is sought to replace the existing doors, roof tiles and trims, to erect a two-storey garage extension, to construct a covered canopy on the rear elevation of the building and to form a new entrance vestibule on the principal elevation of the building. The drawings submitted indicate the doors are to be replaced with black aluminium doors, the new roof will contain flat profile, grey concrete tiles, the upper section of glazing on the south elevation and the two-storey flat profile window on the principal elevation adjoining the main entrance are to be replaced with black composite cladding, the two projecting bay windows on the principal elevation are to have cladding added between floors and the replacement trims are to be black uPVC throughout.

The proposed garage extension is to be positioned in line with the south elevation of the existing building, measuring approximately 8.5m north-to-south, 12m east-to-west and contain a shallow pitched roof approximately 5.7m to eaves level and 6.4m to ridge height. The garage is proposed to be finished with cream render walls, two black roller shutter doors on the south elevation and one black roller shutter door on the north elevation. The garage is to be connected to the original building by a flat roof, single storey entrance corridor with black aluminium doors on the north and south ends of the corridor.

The covered canopy is to be positioned in line with the north side elevation, extending beyond the rear elevation wall by approximately 2.05m, measuring approximately 5.3m in width and 2.75m in height. It is to be constructed with black metal frame and a dark grey membrane roof.

The new entrance vestibule is to comprise an aluminium entrance door with fixed glazing on both sides, positioned roughly in line with the rest of the principal elevation wall approximately 1.8m forwards of the existing recessed entrance. The vestibule is to contain a mono-pitch roof with grey concrete roof tiles.

Additional works to replace all existing windows on the building are proposed to be carried out alongside the proposal. These works can be implemented as permitted development and require no further consideration as part of this application.

#### **NATIONAL PLANNING FRAMEWORK 4 (NPF4)**

NPF4 was adopted by the Scottish Ministers on 13<sup>th</sup> 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 13<sup>th</sup> 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.

#### **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.

#### **Policy 21**

d) Development proposals likely to be occupied or used by children and young people will be supported where they incorporate well-designed, good quality provision for play, recreation, and relaxation that is proportionate to the scale and nature of the development and existing provision in the area.

## **ADOPTED 2019 LOCAL DEVELOPMENT PLAN POLICIES**

### **Policy 1 – Creating Successful Places**

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

### **Policy 11 – Managing Impact of Development on the Transport Network**

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

### **Policy 22 – Network of Centres Strategy**

The preferred locations for the uses set out in Schedule 6 are within the network of town and local centres identified in Schedule 7. Proposals which accord with the role and function of the network of centres as set out in Schedule 7 and the opportunities identified in Schedule 8 will be supported. Proposals for Schedule 6 uses outwith the network of centres or not conforming with the role and function of a particular centre will only be supported if it can be demonstrated that:

- a) there is not a suitable sequentially preferable opportunity;
- b) there will not be an unacceptable impact on the vibrancy, vitality or viability of other centres within the network of centres; and
- c) there are clear community or economic benefits that can be best achieved at the proposed location.

Proposals for Business (Class 4), residential and hotel uses will also be supported in town and local centres.

## **PROPOSED 2021 LOCAL DEVELOPMENT PLAN POLICIES**

### **Policy 1 – Creating Successful Places**

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

### **Policy 12 – Managing Impact of Development on the Transport Network**

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

### **Policy 20 – Residential Areas**

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

## **Policy 22 – Community Facilities**

Proposals for the new community facilities identified in Schedule 4 will be supported. Community facilities in other locations will be supported where the location is appropriate in terms of avoiding adverse impact on the amenity and operation of existing and surrounding uses, and where it can be reached conveniently by walking, cycling or public transport by its proposed users.

Proposals that would result in the loss of a community facility (including cultural/performance venues) will need to demonstrate that the facility is no longer required for the existing or an alternative community use.

The Council will produce Supplementary Guidance setting out the circumstances under which it will seek financial contributions from the developers of new housing towards new or extended community infrastructure required as a result of that housing development.

## **Policy 23 – Network of Centres Strategy**

The preferred locations for the uses set out in Schedule 5 are within the network of town and local centres identified in Schedule 6. Proposals which accord with the role and function of the network of centres as set out in Schedule 6 and the opportunities identified in Schedule 7 will be supported. Proposals for Schedule 6 uses outwith the network of centres or not conforming with the role and function of a particular centre will only be supported if it can be demonstrated that:

- a) there is not a suitable sequentially preferable opportunity;
- b) there will not be an unacceptable impact on the vibrancy, vitality or viability of other centres within the network of centres; and
- c) there are clear community or economic benefits that can be best achieved at the proposed location.

Proposals for Business (Class 4), residential and hotel uses will also be supported in town and local centres.

## **CONSULTATIONS**

**Head of Service – Roads and Transportation** – Advises as follows:

- There are no changes to the inside of the building therefore no changes in parking requirements.
- All surface water should be managed within the site to prevent flooding to the public road network.

**Scottish Water** – No objection. Advise that all extensions that increase the hard-standing area within the property boundary must limit an increase to existing discharge rate and volume. Recommend alternative rainwater options and all reasonable attempts should be made to limit the flow. Also, no new connections will be permitted to the public infrastructure and additional surface water will discharge to the existing private pipework within the site boundary.

## **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**

The application was the subject of neighbour notification. Nine representations were received, one in support and eight objecting to the proposal. Grounds for objection are summarised as follows:

#### Daylight concerns

- Overgrown bushes/trees on 14-16 side blocks sunlight to drying area of neighbouring rear garden. Will the new installation further block sunlight?
- Concerns about sunlight being further blocked from neighbouring drying and sitting out areas which are already compromised by overgrown trees on the site.
- The garage is too tall, blocking light and views.
- The garage would restrict light into neighbouring houses.
- The garage will obstruct natural light in and may pollute inward if fitted with security lights and alarms.

#### Amenity concerns

- No issues maintaining current building, however the two-storey garage will impact neighbouring outdoor spaces which are essential to the mental well-being of neighbours.
- The garage build would severely impact the garden space of neighbouring homes.
- Impacts on amenity.
- Light pollution if security lights are fitted.
- Noise pollution if alarms are fitted.
- The construction of the two-storey garage and further development will result in increased noise and disturbance in the area.
- Neighbouring privacy is already compromised by open railings. Wood panelling originally there has blown down and has not been repaired.
- Privacy issues as wood panelling on the boundary which was damaged has not been fixed.
- Loss of privacy to neighbouring conservatory.

#### Design concerns

- This is a residential environment, and neighbours do not wish to be faced with an intimidating large structure. Having a large structure like that will ruin the current environment.
- The two-storey garage within the line of sight of neighbouring properties is too much.
- One storey would be acceptable.
- This garage would be an eyesore as it looks like a big industrial unit. If it was one level that would not be an issue.
- There are older tenement and similar style buildings. Visually the garage would really stick out, the plans show it as an industrial style garage and would not be nice to look at.
- The garage, particularly height and construction will negatively impact neighbouring gardens and views from neighbouring homes.
- The design and layout is not compatible with the surrounding area. The design of the garage is industrial. Surrounding buildings are not of this type and will impact the streetscape.
- The proposed garage design is incompatible with the surrounding area. Its industrial design contrasts sharply with the character of surrounding buildings, which will detrimentally affect the streetscape.
- The proposed garage design is incongruous with the surrounding environment. Its industrial aesthetic starkly contrasts with the character of the existing buildings, thereby adversely affecting the streetscape.

#### Parking concerns

- Parking inconveniences during scout evenings when traffic is high.

#### Ecological concerns

- There are bird breeds in the space that are in decline and bats in the area that could be impacted by the disruption of the build and reduction of the green areas at the back.
- The construction would create dust and disruption to birds. There are thrush and blackbirds which would suffer.
- Loss of valued features. This area and surrounding streets have green space to the rear and historic surroundings that will be impacted.
- The development will negatively affect the green spaces in the area and surrounding streets, which serve as natural habitats for wildlife and contribute to the historic character of the neighbourhood.

#### Other concerns

- Concerns over the removal of the wall and side gate on the north side of the building.
- Impacts on property values.
- Impact on value of neighbouring home due to loss of views.
- Concerns about impact to value of neighbouring houses. The garage would affect the view, be noisy with use and reduce the peaceful lifestyle that comes with living here.
- The view from the back of neighbouring houses would be badly impacted.

### **ASSESSMENT**

The material considerations in determination of this application are the National Planning Framework 4 (NPF4); the adopted 2019 Inverclyde Local Development Plan (LDP); the proposed 2021 Inverclyde Local Development Plan (LDP); and the consultation responses received.

#### Location of Development and Policy Context

Both LDPs locate the application site within an established residential area where Policies 1, 2 and 14 of NPF4, Policy 1 of the adopted LDP and Policies 1 and 20 of the proposed LDP apply. The proposal includes the provision of a garage for the parking of vehicles and requires consideration under Policy 11 of the adopted LDP and Policy 12 of the proposed LDP. Policy 22 of the adopted LDP and Policies 22 and 23 of the proposed LDP are also of relevance as the proposal relates to a community facility which falls under Class 11. Assembly and Leisure use, which is a use directed to the network of centres in Schedule 6 of the adopted LDP and Schedule 5 of the proposed LDP.

In terms of the relevant policies in NPF4, Policy 1 requires consideration of the global climate and nature crises to be given to all development. Policy 2 requires proposals to be designed to minimise lifecycle greenhouse gas emissions. Policy 21 supports proposals likely to be used by children and young people which incorporate provision for play, recreation and relaxation.

Policy 14 of NPF4 and Policy 1 of both LDPs refer to qualities of successful places. The qualities in Policy 14 are: 'Healthy', designing for lifelong wellbeing and social connectivity; 'Pleasant', designing for positive social interactions, protection, variety and quality and enjoyment; 'Distinctive', designing for scale and sense of place; 'Sustainable', designing for transition to net-zero and community and local living; and 'Adaptable', designing for quality and function, longevity and resilience and long-term maintenance. These are reflected in the qualities of being 'Distinctive', 'Adaptable', 'Resource Efficient', 'Safe and Pleasant' and 'Welcoming' in Policy 1 of both LDPs. In the adopted LDP, the relevant factor to be considered 'Distinctive' is whether the proposal reflects local architecture and urban form. In the proposed LDP, the relevant factors are whether the proposal respects landscape setting and character, and urban form, and reflects local vernacular/architecture and materials. To be considered 'Adaptable', the proposal should avoid creating buildings or spaces that will become neglected or obsolete and to be considered 'Resource Efficient', the proposal should make use of existing buildings and previously developed land and utilise sustainable design and construction techniques. To be considered 'Safe and Pleasant', the proposal should avoid conflict with adjacent uses, avoid creating unsafe spaces, enable natural surveillance, incorporate appropriate lighting, and minimise the impact of traffic and parking on the street scene. To be considered 'Welcoming', the proposal should create attractive and active streets and make buildings legible and easy to access.



The proposal is for a two-storey extension, a covered shelter area and alterations to modernise the existing building to allow for its continued use and avoid creating a building which will become neglected or obsolete, meeting the 'Adaptable' quality in Policy 1 of both LDPs. It is not considered to significantly impact on the global climate and nature crises and can be supported under Policy 1 of NPF4.

The proposal is for alterations to and the extension of an existing community facility, which is accessible for use by local residents. The use of an established facility is sequentially preferable to any alternatives offered in nearby town and local centres (criterion (a) of adopted LDP Policy 22 and proposed LDP Policy 23). The nature of the building for local community groups is an expected use within a residential area and will not result in an unacceptable impact on the vibrancy, vitality or viability of nearby town and local centres (criterion (b) of adopted LDP Policy 22 and proposed LDP Policy 23). The proposal allows for the continued use of the community facility, offering clear community benefits that can be achieved at this location (criterion (c) of adopted LDP Policy 22 and proposed LDP Policy 23). The proposal ensures continued use of the community facility and can be considered to be designed for community and local living, as required in the 'Sustainable' quality in Policy 14 of NPF4. Although not in a town or local centre, the proposal can be supported under Policy 22 of the adopted LDP and Policy 23 of the proposed LDP. Furthermore, a condition will be attached to any consent granted, restricting the use of the garage extension to that associated with the community facility.

The works to improve and expand an existing community facility can be supported with regard to Policy 22 of the proposed LDP and offer benefits in terms of social connectivity and positive social interactions, as required in the 'Healthy' and 'Pleasant' qualities in Policy 14 of NPF4.

#### Design and Layout

The proposed garage extension and covered canopy are to be located to the rear of the building, with the garage having limited visual prominence on the streetscape due to its scale, and the canopy being obscured from view by the existing building. The alterations to the building comprise a front extension which will bring the recessed frontage in line with the rest of the front elevation. This can be considered to have an acceptable impact on the urban form of the area. The scale of the building is similar to the existing building and others in the surrounding area and would not create an unexpected or uncharacteristic feature on the streetscape. Further assessment is required to determine whether the scale of the building would be detrimental to neighbouring amenity.

In considering design, the proposal allows for level access to the garage, making the building easy to access as required under the 'Welcoming' quality in Policy 1 of both LDPs. The design makes use of physical safety measures to ensure buildings, spaces and routes are safe and welcoming, designing for lifelong wellbeing as required under the 'Healthy' quality in Policy 14 of NPF4. In considering the concerns raised over the siting of the proposal resulting in loss of green space and wildlife habitat, the proposal is to replace an existing garage, and the enlarged footprint will be primarily sited over existing hardstanding, with only a small section of lawn and two ornamental hedges being removed to accommodate. The proposal can be implemented without the removal of any trees and is not considered to impact on nesting birds or bats. The design and position of the proposal is not considered to have a detrimental impact on surrounding green spaces or result in any impacts on biodiversity.

Regarding materials, the concerns raised in the objections over the industrial design and aesthetic of the garage are noted. To address these concerns, the applicant has submitted updated drawings changing the wall finishes for the garage from cream profiled metal cladding to cream render. The use of cream render walls is an expected choice of finish for a building within a residential area and reflects the finishes in use on the rear walls of the dwellings to the south of the site. The use of black roller shutter doors are acceptable as garage doors and the black aluminium doors on the corridor will match the new doors proposed on the existing building, ensuring a consistent range of doors throughout the building. The use of metal sheeting for the roof will be somewhat industrial in nature, however, this allows for a shallower roof pitch to be provided, reducing the building's scale. The position and limited extent of this material reflects

similar non-residential buildings in the area, including the metal sheeting used on the upper sections of the social club located across Bank Street from the site. The exact finish of the roof material can be secured by condition to minimise visual impacts on the residential area. In terms of the changes to the existing building, the proposed roof tiles reflect the profile and finish of existing roofs in the area and can be considered compatible with the character of the area. It is noted that there are a range of finishing colours in use for features on nearby buildings. The use of the same finishing colour for features including windows, doors, new wall cladding and fascia trims presents a uniform appearance which can be considered visually compatible with the surrounding area.



View towards position of proposed garage part-way along rear curtilage facing south.

Based on the above assessment, the proposal can be considered to reflect local architecture and materials, meeting the 'Distinctive' quality in Policy 1 of both LDPs. The upgrading works aim to improve the building's energy efficiency, reducing greenhouse gas emissions from energy needed to run the building as required under Policy 2 of NPF4. The proposal meets the 'Resource Efficient' quality in Policy 1 of both LDPs through making use of an existing building and will use sustainable design and construction techniques. The proposal can also be considered to meet the 'Sustainable' quality in NPF4, Policy 14 through designing for transition to net-zero and the 'Adaptable' quality in NPF4, Policy 14 by designing for quality and function, longevity and resilience and long-term maintenance. The visual impacts of the proposal can be considered acceptable and will allow the proposal to meet the 'Welcoming' quality in Policy 1 of both LDPs through creating attractive and active streets.

#### Neighbouring amenity

In considering impacts on neighbouring amenity in terms of overshadowing, the concerns raised in the objections over the proximity of proposed buildings to existing residences and impacts on daylight are noted. In this regard, the impact of the proposal has been assessed against the BRE publication "Site layout planning for daylight and sunlight: a guide to good practice", measuring the existing and proposed vertical sky component (VSC). The VSC has been measured against the rear ground floor windows at 4, 6 and 8 Armadale Place, which face generally towards the south side of the proposal and existing building at distances between 13 and 18.5 metres. If the VSC is greater than 27% then enough skylight will reach the windows of the existing building. If the VSC, with the new development in place is both less than 27% and less than 0.8 times its former value, occupants of the existing building will notice a reduction in the amount of daylight. At present, the windows at 4 Armadale Place have an existing VSC of 38% for the rear window



on the main building and 37% for the rear window on the single storey rear section. The rear window at 6 Armadale Place has an existing VSC of 39.5%. The windows at 8 Armadale Place, have an existing VSC of 38.5% for the conservatory and 39.5% for the kitchen. With the proposal in place, the VSC levels will be 37% for the rear window on the main building at 4 Armadale Place, 36% for the rear window on the single storey rear section, 38.5% for the rear window at 6 Armadale Place, 39% for the kitchen window and 37.5% for the conservatory at 8 Armadale Place. All of these remain above the 27% VSC recommended. It stands that the proposal will not result in an unacceptable loss of light to any rooms in neighbouring houses.



View from Bank Street facing west. The garage is to be sited behind the side elevation shown.

Turning to the objections raised over loss of direct sunlight to neighbouring gardens, the proposal will be wholly due north of the garden areas on Armadale Place, therefore it will have no impact on direct sunlight to these garden areas. To determine whether the proposal results in an unacceptable loss of direct sunlight to garden areas north of the site, the impact of the proposal has been assessed by measuring the sun path over each month of the year, as recommended in the BRE publication "Site Layout Planning for daylight and sunlight: A guide to good practice" for the adjoining rear garden directly north of the site at 12 Bank Street. The guidance recommends that the centre of the area should receive at least two hours of sunlight during March. The sun path indicator identified that the proposal will have no impact on direct sunlight for 9 months of the year, inclusive of March, and on the 3 months where there is any impact, these will cover no more than an hour on any given day in January and November and no more than 1.5 hours on any given day in December, during winter months when gardens are less likely to be used. It stands that the proposal does not result in an unacceptable loss of direct sunlight to neighbouring garden areas.

In considering neighbouring privacy, the proposal does not include any raised platforms which would offer overlooked views of neighbouring garden areas. Although there is a mezzanine floor within the garage, no windows are proposed at this level and the proposal does not result in an invasion of neighbouring privacy, as required under the 'Safe and Pleasant' quality. The proposal can be considered to meet the 'Distinctive' quality in Policy 14 of NPF4 through designing for scale and sense of place and the 'Pleasant' quality through designing for protection and enjoyment.

Turning to objections raised over noise and disturbance, the proposal is for the provision of a garage to store vehicles and equipment in connection with the existing use and for upgrading works to the existing building. Although there is the potential for noise disturbance from occupants and security alarms, these are unlikely to vary significantly from existing levels. Sound insulation could be used to address noise from the garage and is a matter covered under Building Standards



Regulations and is more appropriately addressed as part of the Building Warrant process. Should there be any excessive noise or light pollution from external lighting, these should be reported to the Council's Public Protection Service to investigate. The proposal is not considered to raise significant concern in terms of increased noise and disturbance from the current situation.



Rear elevation facing east. The proposed canopy is to be located outside both doors shown.

Considering the above assessment, the proposal can be implemented without creating conflict with neighbouring uses in terms of noise, smell, vibration, dust, air quality, flooding, invasion of privacy, or overshadowing. The proposal is unlikely to create a space which is unsafe or encourages anti-social behaviour, will enable natural surveillance of spaces and buildings and is capable of incorporating appropriate lighting, as required to meet the 'Safe and Pleasant' quality in Policy 1 of both LDPs. The proposal can be considered to have acceptable regard to the amenity, character and appearance of the surrounding residential area, in accordance with Policy 20 of the proposed LDP.

#### Traffic, parking and road safety

In assessing impacts on traffic, parking and road safety, the objections raised over impacts on parking in the local area are noted. In this respect, the Head of Service – Roads and Transportation has been consulted on the proposals and raises no objections to the proposed development. The matters raised in the consultation response regarding surface water run-off can be addressed by a condition should planning permission be granted.

The proposal can be implemented without negatively impacting on the transport or active travel networks, in accordance with Policy 11 of the adopted LDP and Policy 12 of the proposed LDP. The proposal is considered to minimise the impact of traffic and parking on the street scene and therefore meets the 'Safe and Pleasant' quality in Policy 1 of both LDPs.

#### Consultation responses

Regarding the points raised in the consultation response from Scottish Water, these matters are to be resolved between the applicant and Scottish Water under other legislation. Advisory notes on these matters can be added should planning permission be granted.

### Representations

Turning to matters raised in the objections not yet addressed, the privacy issues raised in relation to the north boundary fence panels which have blown down are separate matters to be addressed and resolved between the parties involved. These can have no bearing on the outcome of this application. The drawings submitted indicate the wall and gate extending from the north side elevation of the building are to be retained. Impacts of development on neighbouring property values and loss of views are not material planning considerations and can have no bearing on the outcome of this application.

### Conclusion

Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The proposal is for alterations to and the extension of an existing building and allows for the continued use of the site as a place for children and young people to socialise and develop skills and lifelong connections. It therefore can be supported under Policy 21 of NPF4. The proposal also meets all qualities to be considered a successful place as required under Policy 14 of NPF4 and Policy 1 of both LDPs. Whilst the concerns raised in the objections are noted, the proposal is considered to be beneficial to the local community, and the positive benefits of the proposal can be considered to outweigh the concerns raised.

In conclusion, the proposal can be considered to constitute sustainable development and can be supported under Policies 1, 2, 14 and 21 of NPF4, Policies 1, 11 and 22 of the adopted LDP and Policies 1, 12, 20, 22 and 23 of the proposed LDP. The proposal has acceptable regard to all relevant Development Plan Policies and there are no material considerations which would warrant the refusal of planning permission. Approval should therefore be given to this application.

### **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.

Reason: To comply with Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended).

2. For the avoidance of doubt, all surface water shall be contained and managed within the site both during construction and following completion of the development.

Reason: To ensure the development does not increase the risk of flooding to adjoining sites or the public road network.

3. Development shall not commence until full details of all external materials and finishes which are to be used on the development hereby permitted have been submitted to and approved in writing by the Planning Authority. Development shall then proceed in accordance with the approved details, unless otherwise agreed in writing by the Planning Authority.

Reason: In the interest of visual amenity and to ensure an appropriate range of finishing materials are provided reflecting the character and appearance of the surrounding residential area.

4. The garage extension hereby approved shall be used solely for the purposes of the community facility and at no time be utilised for any other uses, unless otherwise agreed in writing by the Planning Authority.

Reason: To safeguard the amenity of surrounding land uses.

Neale McIlvanney  
Interim Director – Regeneration

Local Government (Access to Information) Act 1985 – Background Papers. For further information please contact David Sinclair on 01475 712436.